

preliminary draft

PIEDMONT AVENUE NEIGHBORHOOD PLAN

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I. THE NEIGHBORHOOD PLAN

The Piedmont Avenue Neighborhood Plan is a message from ourselves, the residents of the Neighborhood, to the Oakland City Council, communicating to them a comprehensive statement of our hopes and desires for the future of our Neighborhood. The Oakland Policy Plan indicates that the City of Oakland is ready to receive our message. The Policy Plan states: "The City Council endorses a policy of devoting significant attention to neighborhoods and establishing processes for improving communication between the City and neighborhood residents."* Our Plan, then, is more than just a document but takes on the vitality and life which characterizes our Neighborhood. It is our hope that this plan will not be seen as an end-state report, but that it will be regarded as the initiation of a continuing dialogue between the City of Oakland and the Piedmont Avenue Neighborhood.

Flowing from this fundamental goal of communicating our hopes and desires for our Neighborhood, the Plan serves several purposes. It satisfies legislative criteria; it provides for neighborhood self-determination; and it helps coordinate the Neighborhood's desires with agencies in the City. These purposes are explained in the following:

Legislative Purpose. California State Law requires that zoning must be consistent with the general plan of the City (§ 65860). The purpose of the zoning ordinance is to have immediate force and effect on each parcel of land, while the purpose of the general plan is to be a body of long-range public policy. The Piedmont Avenue Neighborhood Plan can fit into this process in one of two ways. The plan could be adopted by the City Council as a "specific plan" and thus become city policy equal in force to that of the general plan. Thus all zoning, both existing and future, would have to conform to these policies. Alternatively, the City Council could adopt only the zoning implementation strategies in the Housing and Business Elements without formally acting upon the entire plan package. In this case, zoning recommendations would have to conform to the existing city policies or would have to follow amendments to the general plan which would provide for such conformance. The Neighborhood Plan will still provide the specific rationale for these changes. Thus our Neighborhood Plan

*Oakland Policy Plan, September, 1974, p.40.

will satisfy the legislative requirement for consistency between the city's general plan and the city's zoning ordinance.

Self-Determination. As noted above, the Piedmont Avenue Plan goes beyond the city's general plan to provide detailed and specific guidance for the future growth and development of our neighborhood. As we, the residents of the Neighborhood, have and continue to participate in the process of developing and implementing this plan, we ourselves become responsible for our Neighborhood and enter into the decision-making process which will shape and determine its future. Internally, the neighborhood planning process serves as a mechanism allowing us to collectively determine our goals and desires for the Neighborhood. It is through this process that we in turn gain the authority and wisdom necessary for us to accept this responsibility of planning and determining the future of our Neighborhood.

Coordinative Purpose. The Piedmont Avenue Neighborhood Plan will establish a basis for common understanding and coordination among the various public agencies that have responsibilities within our Neighborhood, and among investors, businessmen, families, and individuals wishing to locate within our Neighborhood. In a real sense, this coordinative function is also educational since it informs these agencies, investors, businessmen, and citizens of the short-range and long-range desires of the Neighborhood.

In summary, the Piedmont Avenue Neighborhood Plan is a comprehensive statement of our desires and goals for the Neighborhood's future. This statement is directed toward the Oakland City Council for their review and consideration. It also performs the additional functions of keeping the city general plan consistent with neighborhood zoning, allowing neighborhood residents to share in making decisions which will affect their future, and coordinating public and private sector actions within the Neighborhood.

II. DESCRIPTION OF THE NEIGHBORHOOD

STUDY AREA BOUNDARY

The area surrounding Piedmont Avenue has historically been identified as a distinct neighborhood located within the northern portion of the City of Oakland. This historic neighborhood identification is enhanced and strengthened by certain physical features and a political boundary. Thus the study area boundary has been logically defined to reflect these existing historic, physical, and political boundaries.

To the north the Neighborhood is bounded by Pleasant Valley Avenue and three cemeteries. On the east the Neighborhood is bordered by the City of Piedmont and Oakland Avenue. The southern and western borders of the Neighborhood are formed by West MacArthur Boulevard and Broadway, respectively. In total, the Neighborhood encompasses 275 acres or slightly more than 1/3 of a square mile (see the Existing Land-Use map on page II-6).

PHYSICAL FEATURES

The topography of the Piedmont Avenue Neighborhood is rolling hills, forming a transition between the steep slopes and hills to the northeast and the gently sloping Bay Plain to the southwest. Piedmont Avenue runs through the center of the Neighborhood in the direction of this slope. To the southeast, Piedmont Avenue is roughly paralleled by the South Fork of Glen Echo Creek, which also follows this northeast to southwest slope and drops from 160 feet mean sea level (msl) to 60 feet msl between entering and leaving the Neighborhood.

HISTORY

Spanish ranchers of the Peralta family were the first non-native Americans to inhabit the area known as the Piedmont Avenue Neighborhood. Following the cession of California to the United States and the Gold Rush of 1849, two brothers from Vermont settled nearby this area in 1852 on a 600 acre farm located within the present-day City of Piedmont. The Blair brothers quickly established a dairy farm and soon had a thriving enterprise hauling milk across the Bay to sell in San Francisco.

In 1863 a group of Oakland businessmen acquired a tract of land at the northern end of what is now Piedmont Avenue and founded the Mountain

View Cemetary Association. The original site plan of the cemetary grounds was laid out by Frederick Law Olmstead, who was on a trip out West to survey Yosemite for the Federal Government. At about this time, one of the Blair brothers joined with another transplanted New Englander named Montgomery Howe to finance the construction of a horse-car line which ran from the present-day site of the Hall of Justice out Broadway and then up Piedmont Avenue to the cemetary entrance. Prior to 1863 Piedmont Avenue was known as Webster Street and after the founding of Mountain View it became known as Cemetary Street. With the construction of the horse-car line, the Avenue started to become known by its present name of Piedmont Avenue.

With the establishment of the horse-car line, Blair, Howe and other entrepreneurs formed the Piedmont Land and Water Company in 1868 and began the development of the City of Piedmont. Simultaneously wealthy families began to establish estates within the present day Piedmont Avenue Neighborhood. Among the first was Montgomery Howe who built a large house on the present site of the Kaiser Center parking garage. The Piedmont Avenue Neighborhood continued to be the home of the wealthy through the turn of the century. Then in 1904 the horse-car line was replaced by an electric train which terminated at Piedmont Avenue and 41st Street.

The coming of the electric train made the Neighborhood accessible to middle income groups and allowed it to begin developing as a residential community. The electric train also sparked the commercial development of Piedmont Avenue. In 1908 the Bellvue Hotel, which has since been reduced to its current height of two stories, was built on the northwest corner of the intersection of Piedmont Avenue and 41st Street. Soon after the Hotel, the Piedmont Inn was built across the street on the present site of the Piedmont Bar. Also at about this time the Piedmont Grocery, which has since been relocated several times, was established on the present site of the King's X Restaurant.

The Piedmont Avenue Neighborhood experienced its major growth between World Wars I and II and the major portion of the existing housing stock was built in this period. Commercial development followed and Piedmont Avenue became a thriving business center with a city-wide reputation. Many factors, including improved transportation access, the general prosperity of the early 1920's, and the expansion of the City of Oakland,

accounted for this growth which firmly established the present day middle class character and low density small town atmosphere of the Neighborhood.

During World War II the tremendous growth of war-related industries and activities in the Bay Area created a region-wide housing shortage which had repercussions in the Piedmont Avenue Neighborhood. Many of the older single-family homes were converted to flats and some were demolished to make way for apartment construction. During the post-war period, population pressures from migration into the Bay Area continued the trend toward apartment construction.

Today the Piedmont Avenue Neighborhood continues to maintain its traditional small town atmosphere amid the urban fabric of the City of Oakland. Though a resident from the turn of the century would be surprised by the many physical changes within the Neighborhood, he/she would quickly recognize and relate to the uniquely human scale of social interactions and spirit of community which are the essence of the Neighborhood.

DEMOGRAPHIC CHARACTERISTICS

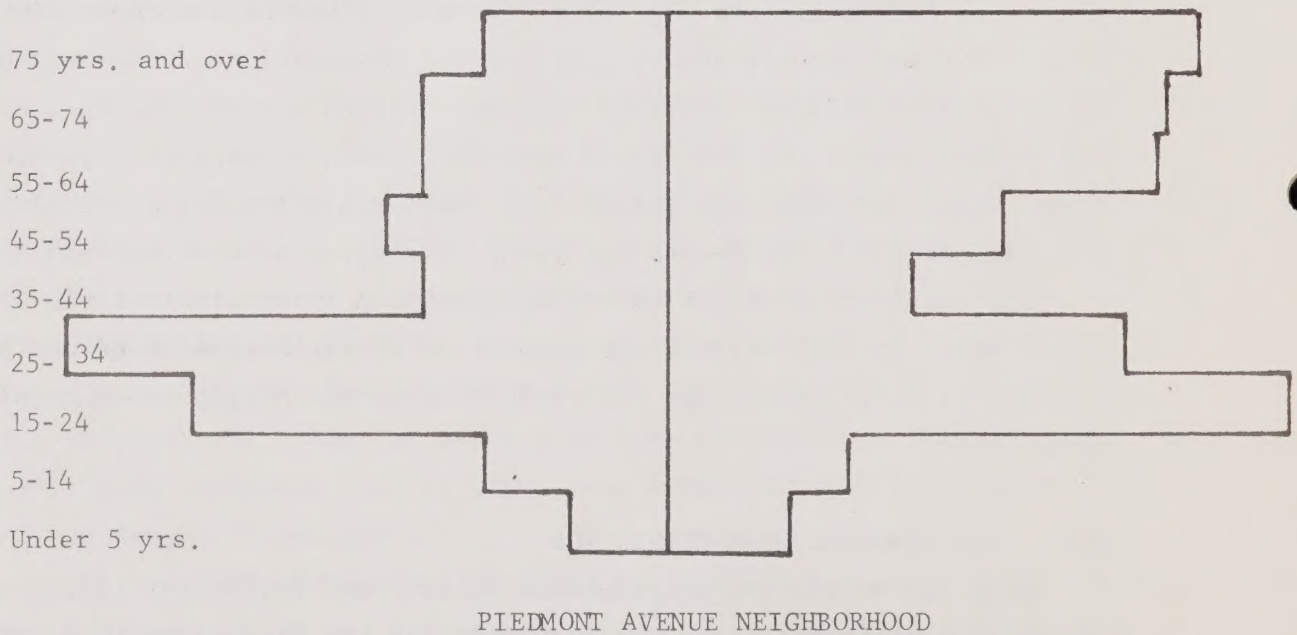
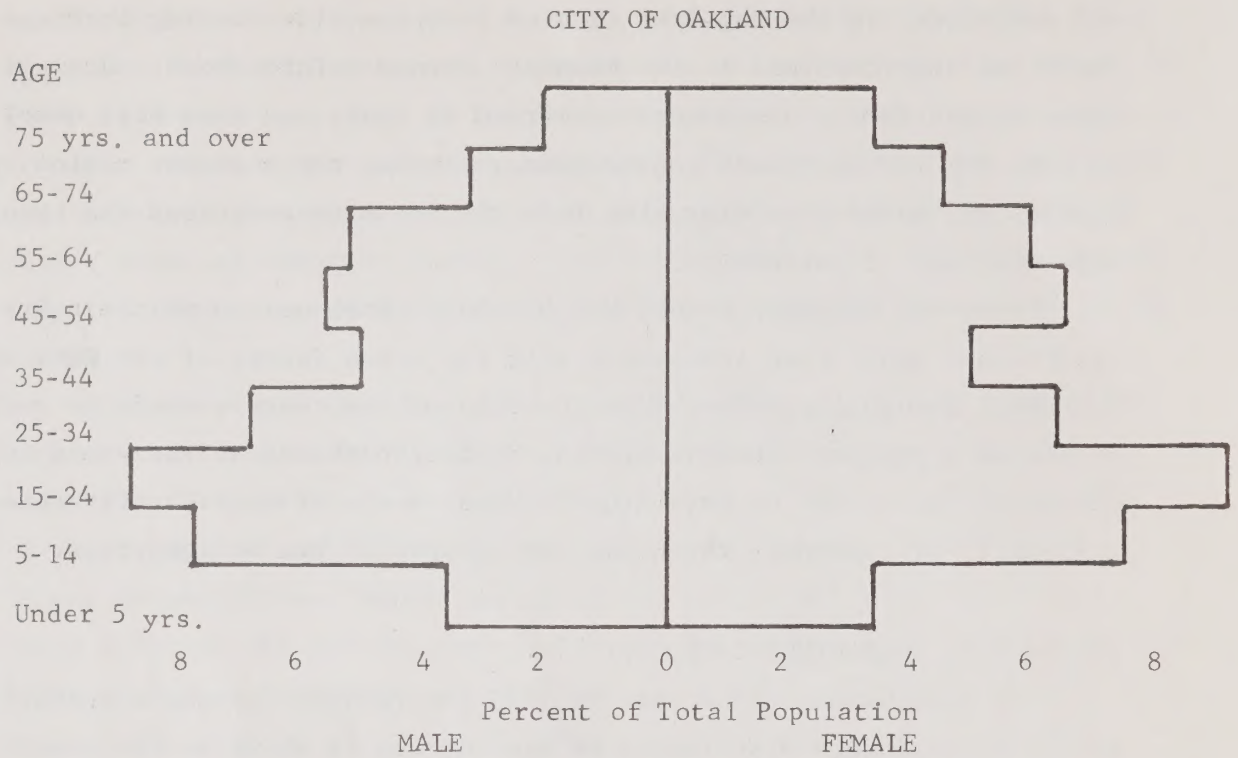
The U.S. Census shows that in 1970 the Piedmont Avenue Neighborhood had 7,766 residents distributed by age and sex as shown in the population pyramid of Figure II-1 on page II-4. Comparing the Neighborhood with the City of Oakland reveals several interesting observations. The Neighborhood is overwhelmingly comprised of young persons between the ages of 15 and 34 and elderly persons age 55 and over. With respect to this latter group, women outnumber men two to one. Noticeably lacking are children below age 14 and their parent age group of persons between ages 35 and 54.

The racial composition of the Neighborhood is atypical of the City of Oakland. In 1970 1.3% of the population of the Neighborhood was Black, compared to 34.5% city-wide. In 1960, 0.6% of the Neighborhood population was Black.

SOCIAL AND ECONOMIC CHARACTERISTICS

Mean income for the Neighborhood in 1970 was \$8,198 for families and unrelated individuals, compared to \$8,430 for the City of Oakland. This same year 4.7% of all Neighborhood families fell below the poverty level while 12.2% of all Oakland families were classified in this category.

Figure II-1 - POPULATION PYRAMIDS, CITY OF OAKLAND AND PIEDMONT AVENUE NEIGHBORHOOD, 1970



Source: U.S. Census, 1970

For persons 25 years and over in 1970 in the City of Oakland the median number of school years was 12.2, with 56.9% of these persons being high school graduates. In the two census tracts which comprise the Neighborhood, the median number of school years was 12.9 and 12.5, with 78.8% and 66.9% high school graduates.

In 1970, 77.7% of all Neighborhood housing units were renter-occupied, while 18.0% were owner-occupied. Also 32.2% of all Neighborhood residents over five years old were occupying the same residence in 1970 as they occupied in 1965.

LAND USE

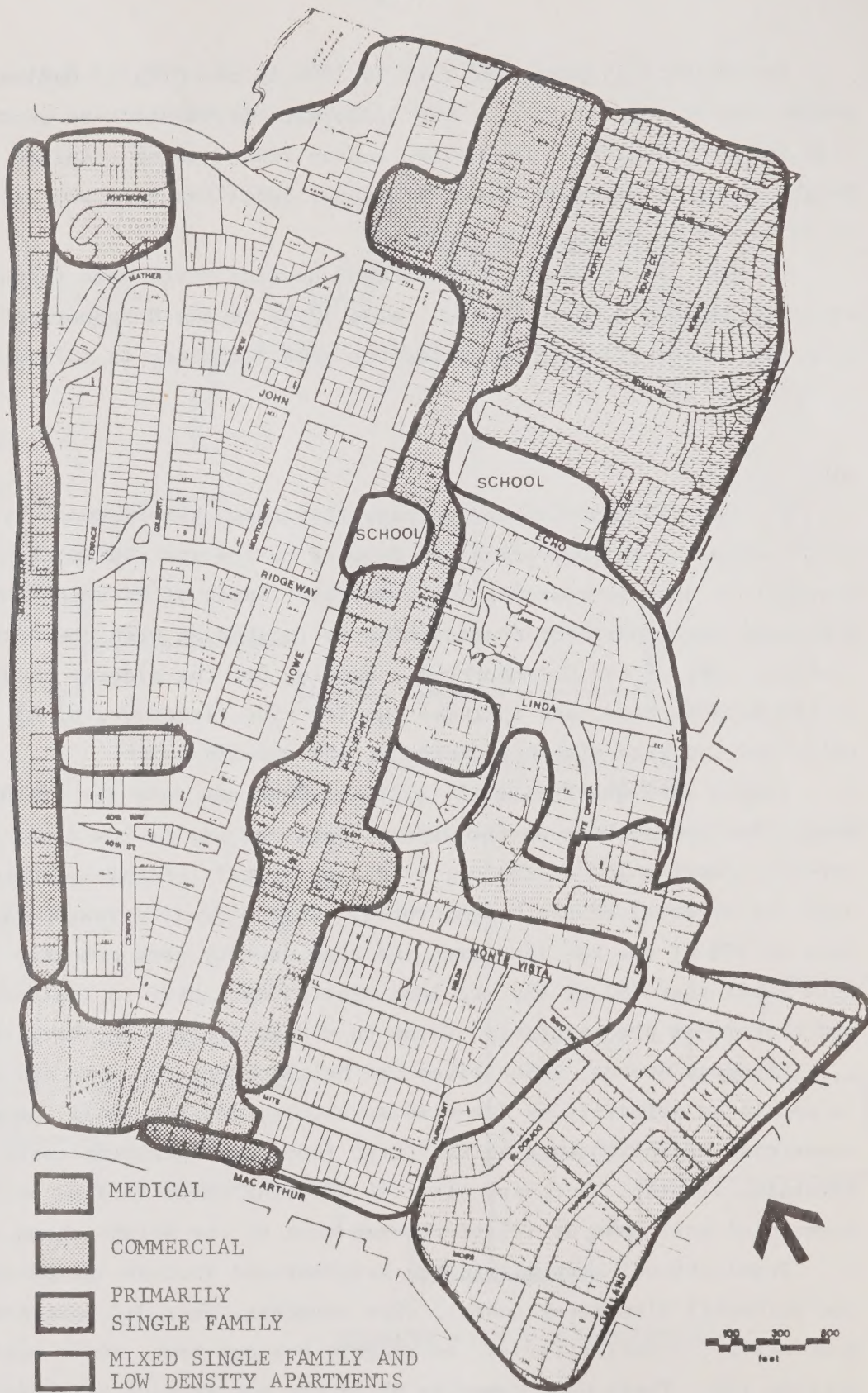
The General Land Use map on page II-6 shows the Piedmont Avenue Neighborhood as an area primarily devoted to low and medium density residential uses surrounding the commercial spine of Piedmont Avenue. Some high rise apartment construction is located at both the northern and southern ends of the Neighborhood. Housing for the elderly is also found in the Neighborhood, and includes two low rise structures of 43 and 66 units and two high rise structures of 100 and 178 units.

Figure II-2 quantifies the existing land use data for the Neighborhood. The lands shown on the General Land Use map as low density residential comprise 15% of the net land area (total land area minus land used for streets) of the Neighborhood. Medium density residential uses make up 37% of the net land area and high density uses comprise 26%. This means that 78% of the net land area is currently in residential use and that it is predominantly of low to medium density in character.

Piedmont Avenue, which gives the Neighborhood its name and identity, is populated primarily by low-rise structures housing small, owner-occupied commercial establishments on the first floor and apartment units on the remaining floors. There are also 186 dwelling units located on the Avenue. Commercial uses make up 12% of the net area of the Neighborhood.

Institutional uses within the Neighborhood include one public and one parochial elementary school, five churches, four day care centers, a post office, a small library, an elderly persons home, and a municipal parking lot. These uses comprise 6% of the net area of the Neighborhood.

Medical facilities comprise 4% of the net area of the Neighborhood, being composed of the Kaiser Hospital and ancillary structures, including a parking garage and office buildings as well as a convalescent hospital.



-  MEDICAL
-  COMMERCIAL
-  PRIMARILY SINGLE FAMILY
-  MIXED SINGLE FAMILY AND LOW DENSITY APARTMENTS
-  HIGH DENSITY APARTMENTS

GENERAL LAND USE

PIEDMONT AVENUE NEIGHBORHOOD STUDY

prepared
for
PAUL
MAY 1976



Figure II-2
EXISTING LAND USE

Type	Acres ^a	Percent
Low Density Residential ^b	31	15
Medium Density Residential ^c	73	37
High Density Residential ^d	51	26
Commercial ^e	23	12
Institutional	11	6
Medical ^f	9	4
TOTAL	198	100

a. Source: Land Use Survey, January, 1975

b. Low density is defined as areas with less than 15 dwelling units (du) per net acre.

c. Medium density is defined as areas with 15 to 32 du per acre.

d. High density is defined as areas with over 32 du per acre.

e. This figure includes 8 acres of Broadway commercial.

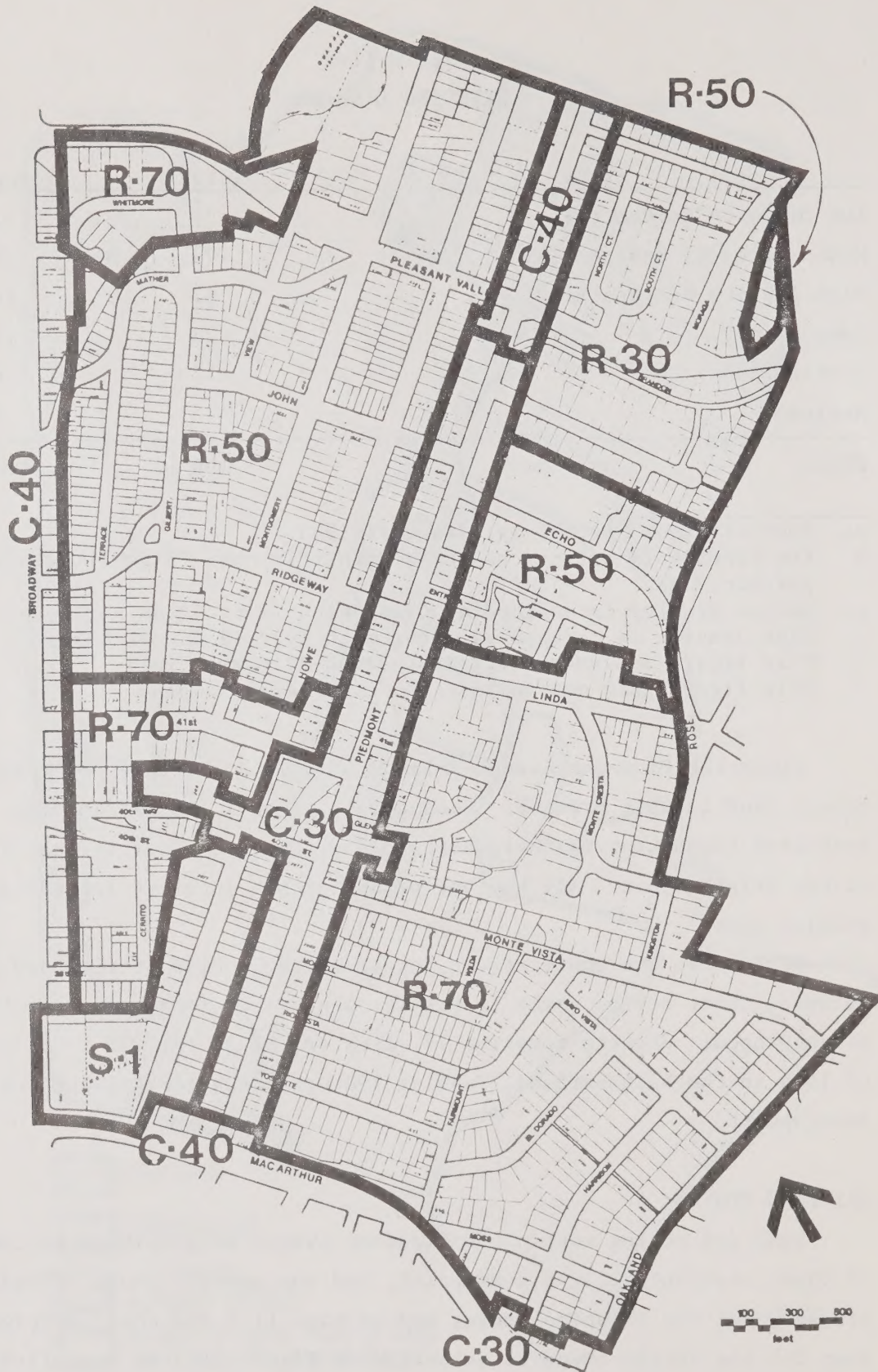
f. This figure does not include the convalescent home.

Since the Piedmont Avenue Neighborhood is completely built-out, vacant land is at a premium. Vacant lots up to 1.1 acres in size, are scattered throughout the Neighborhood and comprise 3% of the net land area of the Neighborhood. All but one of the vacant lots are located in residential zones.

Other than two small street corner parks, median strips, and traffic islands, there are no parks or public open spaces located within the Neighborhood. Streets comprise 77 acres or 28% of the 275 total acres of land in the Neighborhood, leaving 198 net acres for private and public development.

EXISTING ZONING

Land use zoning within the Piedmont Avenue Neighborhood is comprised of three residential, two commercial, and one special zones. These zones are shown on the Existing Zoning map on page II-8 and their acreage breakdown for the Neighborhood is presented in Figure II-3 on page II-9. A quick comparison between Figures II-2 and II-3 shows that while the existing residential land use is predominantly (52%) low to medium density in



EXISTING ZONING

**PIEDMONT AVENUE
NEIGHBORHOOD STUDY**

prepared
for
P.A.H.L.
MAY 1975



Figure II-3
EXISTING ZONING

Type	Acres	Percent
R-30	20	10
R-50	54	27
R-70	80	41
C-30	20	10
C-40		
Piedmont Avenue	5	3
Broadway	8	4
S-1	11	5
TOTAL	198	100

Source: Measurements from Existing Zoning map.

character, the existing residential zoning is predominantly (68%) medium to high density. Listed below is a brief description of each of the existing zones in the Neighborhood. The reader is referred to the Oakland Zoning Ordinance for a more detailed description.

R-30 One Family Residential Zone. Permits one single family dwelling on a 5,000 square foot lot with a minimum width of 45 feet. There is also a height limitation of two stories or 35 feet.

R-50 Medium Density Residential Zone. Permits one dwelling unit per 1500 square feet on a minimum lot of 4,000 square feet with a minimum width of 25 feet. More than two units per lot requires a conditional use permit. The height limitation is two stories or 35 feet.

R-70 High Density Residential Zone. Permits one dwelling unit per 450 square feet on a minimum lot of 4,000 square feet with a minimum width of 25 feet. The number of dwelling units can be increased by 50% with a conditional use permit. The height limit is 40 feet with an additional 4 feet for every one foot of additional set-back from the side yard and an additional 2 feet for every 1 foot of additional set-back from the rear yard.

C-30 District Thoroughfare Commercial Zone. Designed to provide local-serving and some city-serving retail establishments. There is a height limit of 45 feet, a floor-to-area-ratio of 3.0, and no minimum lot area.

C-40 Community Thoroughfare Commercial Zone. Designed to provide both retail and wholesale establishments. There is no height limit or minimum lot size for commercial buildings. The floor-to-area-ratio is 3.0 with up to a 50% increase with a conditional use permit.

S-1 Medical Center Zone. Designed to provide compact areas for medical facilities. There is no maximum height limit and residential facilities are controlled with the R-70 regulations.

III. THE PLANNING PROCESS

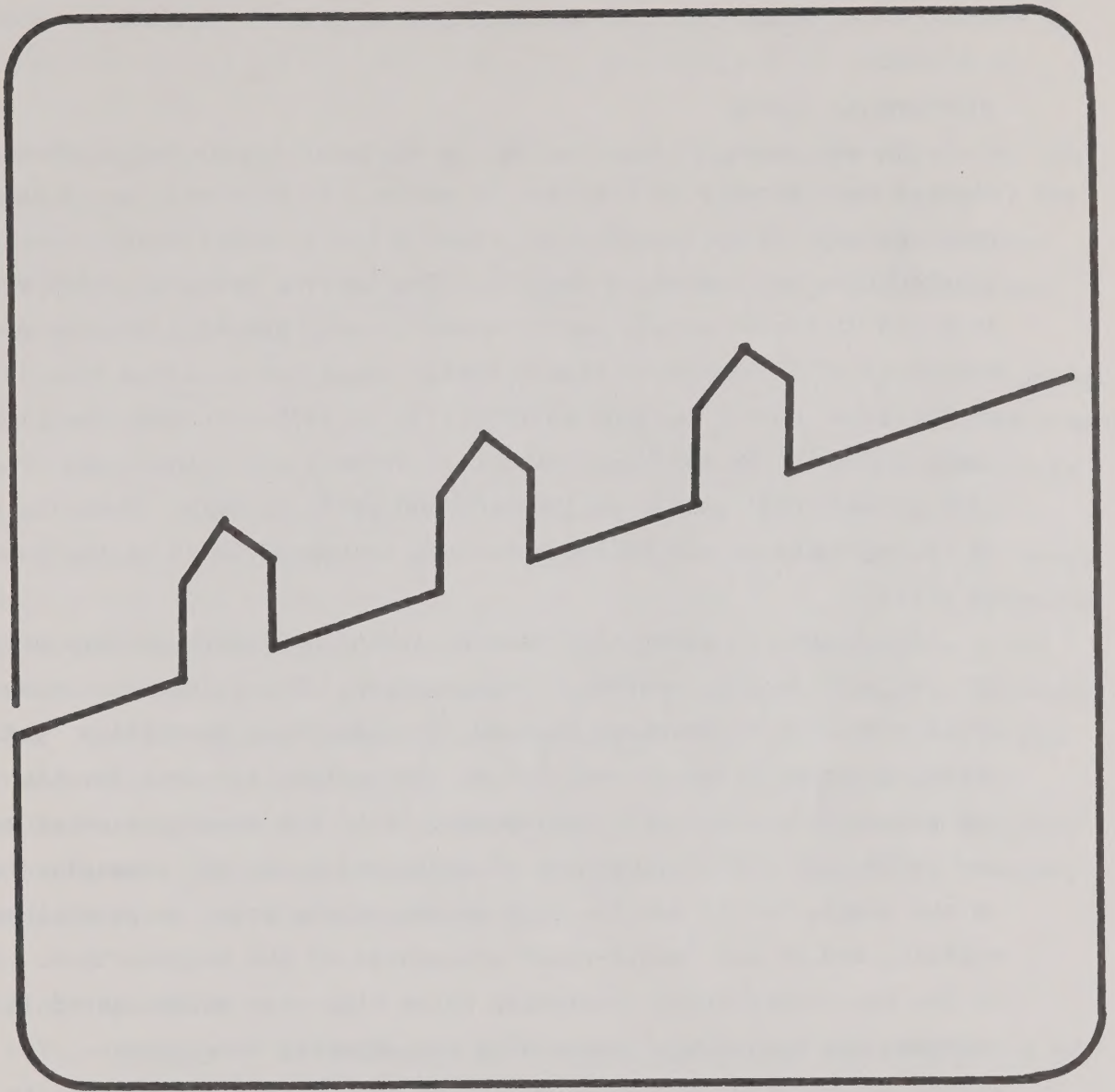
Several citizens of the Piedmont Avenue Neighborhood in Oakland began meeting in October of 1974 to discuss their shared concerns about the high-rise structures being built and proposed in the neighborhood. While initially focusing on the introduction of high-rises into the neighborhood, this group of citizens soon began to consider many other aspects of the future development of the Neighborhood. The group chose the name PANIL (Piedmont Avenue Neighborhood Improvement League) and started holding monthly public meetings to inform other neighborhood residents of their concerns. Through its Steering Committee (whose membership was and is open to any interested neighborhood residents), PANIL worked to accomplish two tasks: (1) self-education concerning the forces and laws which govern the physical development in the Neighborhood; and (2) formulation of methods by which the Neighborhood could be organized to support an effort to gain more local control over future development. Members of the Steering Committee studied the Oakland Zoning Ordinance and informed themselves of the process necessary to be granted a planning study by the Oakland Planning Commission to review the existing planning policies for the Neighborhood.

The information collected by the Steering Committee was delivered to the Neighborhood as a whole at a series of monthly public meetings. The public meetings were publicized through door-to-door leafleting and served as a primary mechanism to elicit support for the effort to obtain a planning study and a building moratorium in the Neighborhood. To demonstrate support for these actions, a petition with over 1400 signatures was collected at meetings, in local stores, and through door-to-door information campaigns. With this backlog of meetings and the Neighborhood petition, PANIL approached the Oakland Planning Commission in January with an official request to grant them both a planning study and a 90-day moratorium on all major construction in the Neighborhood. The planning study was approved by the Commission on February 19, 1975, but the moratorium was not approved. With the establishment of an official study designation, one member of the City Planning Staff was assigned as a liaison person to aide PANIL in the study.

At the time of the study request, PANIL also elicited the aide of several graduate planning students at U. C. Berkeley to work as consultants for the planning effort. With the approval of the study by the Planning Commission, PANIL, with the aide of its consultants, developed a work program to produce a Comprehensive Neighborhood Plan. Under the leadership of PANIL, the Neighborhood would develop its own goals and policies for the future growth and direction of the Neighborhood based upon issues that the residents and merchants perceived to be important. To develop the goals and policies, PANIL formed four task forces: (1) Housing and Residential Density; (2) Business and Commercial; (3) Transportation; and (4) Community Services and Facilities. These task forces met on a weekly basis for over three months with an average attendance of 5 to 10 persons each to formulate and refine the major issues and corresponding goals and policies for their areas of concern in the Neighborhood.

In conjunction with this process, monthly public meetings were also held to recruit new members and to get broader input for the task force work. Concurrent with this planning effort, PANIL began work on two very important neighborhood issues: (1) preservation of the Piedmont Avenue Branch of the Oakland Library; and (2) development of a linear park along Glen Echo Creek. The goals and policies, as they were developed, were used as guidance in pursuing these two very important neighborhood issues.

During the latter part of April and May, PANIL worked with its consultants to develop specific proposals for implementing the Task Forces' policies. These implementation measures included rezoning proposals for the residential and commercial areas and other action programs primarily for transportation and community services. The rezoning proposals were presented to the public at a meeting on May 15, 1975 and the proposed commercial rezoning to the Piedmont Avenue Merchants Association on the night before. Additional neighborhood meetings were held in late spring to rally support for the proposals and to recruit more people to work on PANIL's efforts to have the proposals adopted by the City.



HOUSING and RESIDENTIAL DENSITY

IV. HOUSING AND RESIDENTIAL DENSITY ELEMENT

RESIDENTIAL ISSUES

The residential character of the Piedmont Avenue Neighborhood has changed considerably in the last 15 years. In what was once a neighborhood composed primarily of single-family homes, multifamily apartment construction has increased rapidly. The housing structures now range from old victorian single-family homes to many new high density apartment buildings. The number of single-family homes has declined from 1568 (38% of the total units) in 1960 to 752 (17%) in 1975. At the same time, the number of units in buildings with five or more units increased from 1322 (32% of the total units) in 1960 to 2800 (64%) in 1975. Overall, the number of living units in the Neighborhood has increased 24.7% in the last 15 years.

Developers consider the Piedmont Avenue Neighborhood very attractive for new high density apartment construction. There is good transportation, close proximity to downtown Oakland, good shopping facilities, and the existing zoning reserves over 50% of the residential area for high density and potentially high-rise development. Yet, the construction of so many new units (and the tearing down of older ones) has had a massive impact on the single-family and low-rise nature of the area, on parking and traffic, and on the "small-town" atmosphere of the Neighborhood. Some of the new construction, including three high-rise buildings of 11 to 16 stories, has been out of scale with the existing development. The Piedmont Avenue Neighborhood is thus confronting issues of building density, scale, location, design, use and maintenance.

In addition to the physical aspects of the housing environment, the changes in the Neighborhood have also affected the composition of the people who live here. Owner-occupancy fell from 1414 (34%) in 1960 to 776 (18%) in 1970. This rapid decline, resulting in a mix of 78% renters and 18% owners, is felt by many residents to be undermining the stability of the Neighborhood. At the same time, there has been a decrease in the numbers of families with children in junior and senior high school, arising out of inadequate schools and a decline in the number of housing units suitable for families with older children. The resulting age mix (as indicated by the 1970 census) shows a disproportionate number of adults

under 35 and over 55. The racial mix is also unbalanced, with blacks comprising only 2% of the population in the Neighborhood, compared to 33% for the City as a whole.

New construction may also affect income mix in the Neighborhood. At present there is a wide range of income groups, with the exception of the very low end of the scale. However, new units tend to have much higher rents than older ones, thus further upsetting the balance and character of a diverse population.

All of these issues have a common underlying theme which ties together the physical and social aspects of the residential areas of the Neighborhood. This theme is the sense of living in a small-town and friendly atmosphere where people care about other residents and the Neighborhood and where the physical surroundings do not overpower the persons living in the area. Coupled with this theme of closeness and stability is a desire to maintain the diversity of people and lifestyles now present in the Neighborhood.

This theme is also given support by Oakland's Policy Plan of September 1974. The Residential Areas Policy #2 states that "major efforts should be made to preserve and improve the livability and identifiability of Oakland's neighborhoods." With this policy and the Neighborhood's issues as background, PANIL developed goals and policies to express the Neighborhood's desires for its residential areas.

RESIDENTIAL GOALS

1. Density -- to maintain the existing density of development in as many areas of the Neighborhood as possible.
2. Preservation of Character -- to preserve the low-rise character of the Neighborhood and discourage high-rise structures.
3. Maintenance -- to encourage all property owners to maintain their buildings and grounds in a manner which would preserve and up-grade the aesthetic quality of the Neighborhood and prevent unnecessary deterioration of habitable dwellings.
4. Older Buildings -- to prevent older buildings from being demolished to make way for larger buildings that are out of scale with the rest of the block.
5. New Construction -- to insure that new structures harmonize with surrounding development with respect to size, height, coverage, design, landscaping, and impacts on density and traffic patterns in the Neighborhood.

6. Commercial Development -- to confine commercial development and activities to Piedmont Avenue and its immediate environs.
7. Owner-Renter Mix -- to encourage a larger proportion of owner-occupants of residential dwellings.
8. Families -- to attract more young families, particularly those with children in the junior and senior high school age range.
9. Income Mix -- to make it possible for people of lower and moderate income status to buy homes in the Neighborhood.
10. Stability -- to provide a stable segment of the population in order to insure maintenance of the neighborhood character.
11. Racial Mix -- to encourage greater racial and ethnic diversity than presently exists in the Neighborhood.

RESIDENTIAL POLICIES

1. Maintenance of Existing Character -- The character of the Neighborhood, consisting of a mix of single-family dwellings, duplexes, and small apartment buildings, is to be maintained.
 - a. Those areas presently zoned for high density and potentially high-rise residential uses should be downzoned to medium density residential except in those areas where existing development is predominantly high density in nature.
 - b. Those areas around Entrada Avenue and those near Pleasant Valley and the City of Piedmont, now zoned for medium density residential use, should be downzoned to reflect the existing single-family and duplex structures in those areas.
2. Regulations in High Density Residential Areas
 - a. New buildings shall be limited to three stories or 40 feet.
 - b. No height bonus shall be allowed for buildings on sloped lots.
 - c. Space between buildings shall be ample enough so as not to diminish light penetration and air circulation in or around adjacent buildings and lots.
3. Regulations in Medium Density Residential Areas
 - a. New buildings shall be limited to two stories or 35 feet.
 - b. No height bonus shall be allowed for buildings on sloped lots.
 - c. Space between buildings shall be ample enough so as not to diminish light penetration and air circulation in or around adjacent buildings and lots.
4. New Construction
 - a. New buildings shall not be constructed in such a manner as to diminish the total open space on the block.
 - b. Additional parking areas shall not be considered part of the open space required to be maintained on the lot.

- c. Plants and trees removed shall be replaced, in kind or or with suitable equivalents.
 - d. All new buildings shall harmonize with their immediate surroundings and with the Neighborhood as a whole with respect to size, height, coverage, design, landscaping, and impact on density and traffic patterns in the Neighborhood.
5. Preservation of Older Buildings -- In order to maintain the scale and character of the Neighborhood, only buildings which are totally uneconomical to repair should be replaced.
 6. Owner Occupancy -- Programs and methods to enable owner occupancy of single-family, duplex, and small apartment buildings shall be sought and their use encouraged in the Neighborhood.
 7. Lower and Moderate Income Housing -- In order to help people of lower and moderate income buy houses and thereby stabilize and maintain the Neighborhood character, a permanent committee should be formed to identify and inventory available housing suitable for purchase by such families and individuals. This committee should also seek suitable financing (including any state or federal programs for which such families might qualify) for such a program. This work would hopefully be done with the active cooperation and assistance of local real estate firms.
 8. Continued Monitoring -- In order to insure the attainment of the other policies, a permanent committee should be formed, the purpose of which is to monitor all new construction, plans for new construction, and proposed rehabilitation or remodeling of older buildings on a continuing basis.

IMPLEMENTATION

The goals and policies for housing and residential development stress maintaining the character of the Piedmont Avenue Neighborhood, including the quality of the physical environment and the mix of people in the community. To implement these goals and policies, a major change is proposed for the residential zoning in the Neighborhood. Other action programs--which do not involve legal changes--are also proposed to monitor new development and to increase maintenance of property and ownership by residents in the Neighborhood.

Zoning

Zoning is the major legal tool available for controlling the type and numbers of dwelling units in an area. The Oakland Zoning Ordinance controls not only the number of dwelling units per lot, but also the height, bulk, and lot coverage allowed. It also can somewhat control the appearance of an individual building and the use of its lot. To the extent

that zoning regulates the number of dwelling units allowable, it also regulates the number of people. And to the extent that it determines the type of units built (single-family, garden apartments, high-rises), it also determines the type of people who will live in them.

1. Land Use Area Policies

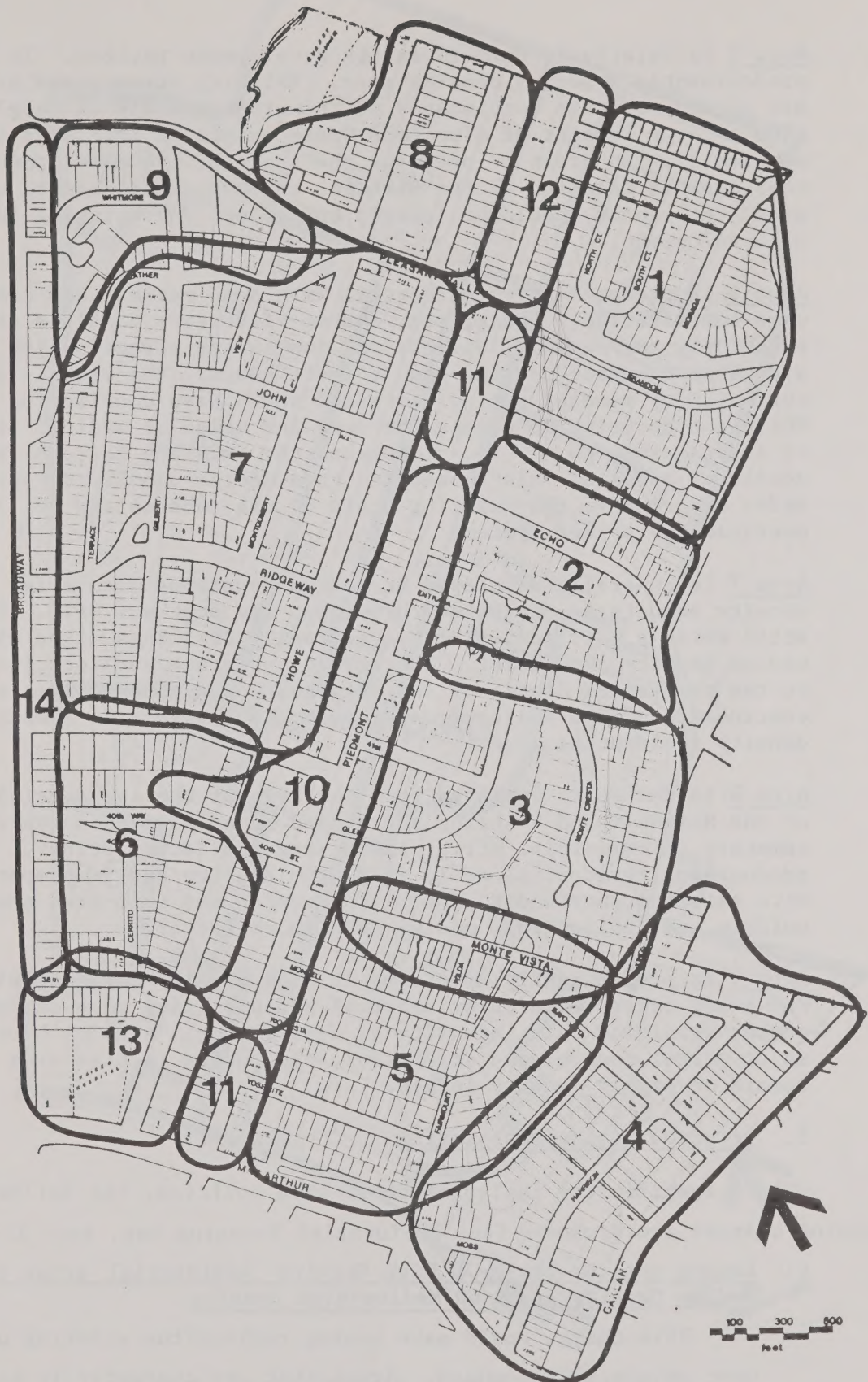
The Piedmont Avenue Neighborhood can be divided into subareas with different development patterns which the community would like to see enhanced and preserved. The Land Use Area Policies follow from the residential goals and policies and have been formulated to apply to specific geographic areas in the Neighborhood. These areas, as indicated on the Land Use Area Policies Map on page IV-6, form the basis for the proposed zoning changes.

Area 1 is a predominantly single family sector of the Neighborhood, characterized by relatively larger lot size and low density development. It borders on an area in the City of Piedmont to the east which also is predominantly single family. To insure continuance of this living environment, this area should remain in single family zoning.

Area 2 has a combination of single and two family houses mixed with a few low and medium density apartment buildings. The streets in the center of this area are not conducive to heavy or through traffic since they are narrow and many have dead-ends. This area (as well as Area 1) borders on and influences the neighborhood elementary school. In order to provide for and insure the continuance of a mixture of single and two-family dwellings as well as minimizing negative impacts on the streets and school, this area should be downzoned to encourage preservation of existing densities.

Area 3 is a mixture of older single family homes, some older apartments, several new buildings. Among the new buildings are three high-rise structures of 11 to 16 stories. The newer building is generally of a much larger and more massive scale than the older structures and have tended not to harmonize well with surrounding developed areas. In order to preserve the older medium scale homes and apartments as well as to minimize the massive impacts on space, light and streets created by high-rise buildings, this area should be downzoned to encourage a moderate intensity of development.

Area 4 consists of a combination of moderate to high density apartments along with a scattering of larger old single-family houses which in many cases have been internally divided into multiple dwelling units. The blocks in this subarea generally have good access to MacArthur Blvd. as well as to Highway 580. This existing development and access coupled with a topography of rolling hills tends to favor the continuance of the present zoning and development in this area. Several older homes warrant protection, however, on the basis of historical and/or design criteria.



LAND USE AREA POLICIES

PIEDMONT AVENUE NEIGHBORHOOD STUDY

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MAY 1975



Area 5 is relatively uniform in its development pattern. It is predominantly a medium density area. Existing streets and access are geared towards continuance of the present scale of development. Also a large segment of Glen Echo Creek exists in this area (as well as Area 3). In order to preserve the scale of the development of this area in relation to the streets, creek and neighboring commercial area, the zoning should be lowered to reflect the existing intensity of development.

Area 6 is predominantly residential with some medical and commercial uses interspersed. The present system of streets consists of relatively narrow local streets and two larger streets which currently are quite congested during peak commute hours. The area is divided currently by several zoning districts which have conflicting purposes. While not desiring to negate the need and value of medical services, it is desirable to downzone the existing residentially developed areas of this subsection to a medium density category in order to preserve the existing scale of the subarea and not further overload the street system.

Area 7 is generally developed at medium densities with a few higher density structures scattered throughout the southern half. There still exist a fair number of single family dwellings mixed with medium density structures. The streets, terrain and location close to the commercial center of the Neighborhood are conducive to a continuance of the scale of development appropriate to a medium or lower density residential zone.

Area 8 is somewhat isolated from the rest of the residential segments of the Neighborhood -- being surrounded by an abandoned quarry, the cemetery, a commercial strip, and a large collector street. The predominant residential scale is medium density and is compatible with existing surrounding uses. The zoning for this area should be uniform and reflect this medium density character.

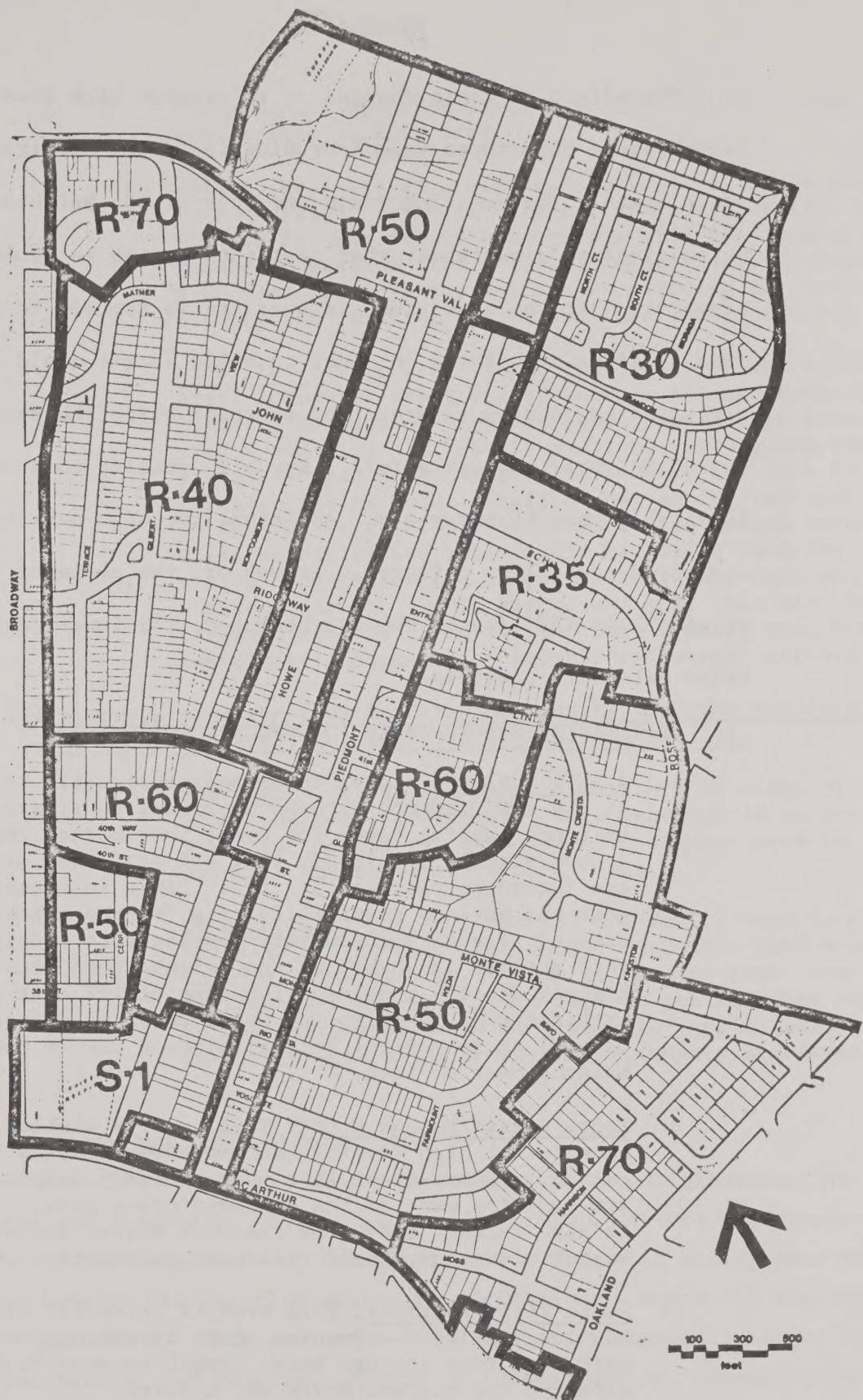
Area 9 is predominantly developed in high density residential structures. The ready access to a major arterial and proximity to a shopping center reinforce this intensity of development. Also with only one major parcel undeveloped at present, the zoning in this area should remain at higher density levels.

2. Proposed Residential Zoning

To specifically implement these area policies, the following zoning changes are proposed (see Residential Rezoning Map, page IV-8):

- (1) Rezone some of the R-70 High Density Residential areas to R-50 Medium Density and R-60 Medium-High Density.

This change would make zoning reflect the existing uses in most of the Neighborhood. Areas that are currently in medium density uses would be rezoned to reflect that use, while areas in high density use would remain in R-70 or R-60 zoning.



RESIDENTIAL REZONING

**PIEDMONT AVENUE
NEIGHBORHOOD STUDY**

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The effect of these changes is to prevent high density, larger scale structures from intruding in medium density, lower scale areas. The existing scale and bulk of the Neighborhood -- which gives it a character that residents desire -- would be preserved. At the same time, as pressure is removed to tear down existing structures in order to build larger scale apartments, the existing housing is preserved at rent which the people who live in the Neighborhood can afford. New high density construction will inevitably mean higher rents. Additionally, high density apartments usually do not allow children. As one of the goals of PANIL is to encourage families in the Neighborhood, the lower density zoning helps make this possible.

Specific areas of change include the following:

- a. Glen/Linda: This area is already thoroughly congested. As the new Piedmont Gardens Crestmont tower provides only one parking space for every four units, the underground parking is already full and staff and visitors are forced to park at the curb. PANIL is concerned with the serious possibility of a "canyon effect" being created if such high-density developments continue. This area is the heart of the Neighborhood, containing its highest density combined with some of its most interesting architecture. R-60 zoning would serve to decrease density as well as to control height, since a CUP is required for heights over 40 feet.
- b. Monte Cresta/Panama Court: This area is similar to Glen, except that high density has not encroached to the same extent. Panama Court is almost entirely single family and contains part of the proposed creek park. The area is also further away from Piedmont Avenue and at a higher elevation. R-50 will work to maintain this area.
- c. Monte Vista/Fairmont: This area is primarily single family and low density apartments. Part of the proposed creek park also runs through here. PANIL recommends R-50 to preserve the current scale and density.
- d. Cerrito/38th: This area is virtually untouched by high-density development. Traffic is a major problem at present because (1) it is not possible to make a left turn from Cerrito onto 40th Street and (2) it is not possible to make a left turn from 38th onto Broadway. This area is

reaching its limit on sewer capacity. R-50 is thus appropriate in this area.

- e. 40th St./Way/40th St.: Higher density development exists to some extent on these streets. However, traffic problems on 40th St. Way (it is one-way for half its length) make future congestion likely if R-70 densities are allowed. R-60 would be more appropriate -- allowing for increased density but limiting height and the number of units.
- f. View Place: This area is not contiguous to the R-70 areas across Pleasant Valley Road as the map seems to indicate because of high embankments left over from street widening. Access is available only along View Place -- there is no direct access from the site to Pleasant Valley Road. Traffic and parking problems would be severe: it is difficult to make a left turn across Pleasant Valley and there would be little room for visitor parking or for tenants with second cars on such a narrow street. PANIL recommends that this site be returned to R-50 to correspond more closely with the low-density character of nearby residential streets.

(2) Rezone some areas from R-50 Medium Density to lower densities (R-40 Garden Apartment and R-35 Special One-Family).

- a. Montgomery/Gilbert/Terrace: A mixture of single-family homes and small apartments, this area should be preserved. PANIL recommends the R-40 Garden Apartment zone to maintain the character of this area.
- b. Echo/Entrada: The R-35 Special One-family zone is essentially the same as the R-30 zone except that it allows a second unit on a lot with a use permit. Use of this zone in the Echo/Entrada area would reflect the existing use in the designated areas -- primarily single family dwellings with a few lower-medium density apartments.

3. Impacts and Implications

The community recognizes that some changes in the Neighborhood are both inevitable and necessary. To the extent that zoning affects the future direction of the Neighborhood, the impacts of a change in zoning must be evaluated against the existing zoning to see what each means for the future of the Neighborhood. This evaluation should include changes in units built, population levels, and density; effects on infrastructure, community and commercial services, and environmental quality; the financial impact on the City of Oakland and individual landowners; and the effect on the people

who now live in the Piedmont Avenue Neighborhood.

a. Projected units and population levels. The most direct impact on the Neighborhood of a zoning change will be the change in the number of units permitted and the consequent change in the number of people who will live in the Neighborhood. If portions of the Neighborhood are downzoned, fewer new units will be permitted and the increase in population will be smaller. To assess this impact, it is necessary to project the number of units and the number of residents which can be expected under the existing zoning and proposed zoning, and to compare this with the Neighborhood as it exists now.

Most projections which are made concerning the ultimate "build-out" of zoning usually assume that every lot is built to the maximum allowed by its zoning. Thus every lot in an R-70 high density residential zone would be assumed to be built as a high density apartment building at the maximum allowed number of units. The problem with this approach is that most areas never get built out to the maximum allowed; there are usually a few lots at lower than maximum densities.

As an alternative, we can select a "standard" block for each zone in the Neighborhood. The blocks chosen consist of many lots which are built-out close to the maximum density, while other lots are considerably below maximum allowed use. This is obviously a realistic alternative since this level of build-out already exists in parts of the Neighborhood. The density of the "standard" blocks can then be used to project build-out for the rest of the Neighborhood. (See Appendix I for details on standard blocks.)

By measuring acreage of every block and multiplying by the density (the number of units per acre) for the appropriate zoning, the total number of units in the Neighborhood can be calculated and compared with the existing situation. Population projections can then be made by multiplying the number of units by 1.6 persons per unit (the average from the 1970 U.S. Census). (See Appendix I for detailed methodology) The results are as follows:

	<u>Actual</u>	<u>Existing Zoning</u>	<u>Proposed Zoning</u>
Total residential units	4922	7954	5714
Total residents	7731	12757	9173

These projections show that existing zoning would likely result in an increase of 62% in units over the current situation, and a population increase of 65%. The proposed zoning changes, however, would lead to only an 16% increase in units and a 19% increase in population. While the proposed zoning does significantly lower the increase it still allows for more units to be built and consequently more people in the Neighborhood. It does not cut off all growth.

The impact of more people in the Neighborhood could severely effect the "small town" atmosphere which many residents wish to preserve. One factor which accounts for this atmosphere is the relatively low population density of the Neighborhood. Residents can get to know their neighbors so that they do not feel as if they are living among strangers. There is a feeling of safety and security as well, which flows from this living situation. It is not clear at what point the increase in population would destroy this feeling. However, a change as great as the 65% increase in population under existing zoning is more likely to diminish the small-town atmosphere than an increase of only 19% under the proposed changes.

b. Sewers. In order to assess any impacts of future growth on the existing sewer system in the Neighborhood, calculations were made which compare both existing and projected demand to the present capacity of the sewer lines. Using a City sewer map showing pipe locations and sizes, the Neighborhood was divided into six areas, each served by a trunk-line. Some of these areas were further subdivided to correspond to increasing pipe diameter as one proceeds from north to south through the Neighborhood (yielding a total of 11 sewer districts). From a City of Oakland formula which relates flow rates to pipe diameter and slope of the pipe, the capacities of the existing sewer lines were calculated (slopes were obtained from a contour map of the Neighborhood).

The existing demand was calculated for each of the 11 districts described above. These calculations, based on City of Oakland procedures and formulas, show that the existing capacity for districts 1 to 10 exceeds the present demand by 300% to 1500%. Thus, sewer capacity does not limit population growth in these districts.

A potential problem does exist, however, in district 11, which parallels and includes the east side of Broadway. Existing demand in this district is approximately 50% of capacity. Therefore, for this district,

projected demands were calculated for both existing zoning and the proposed zoning. Demands placed upon this line by areas north of the Neighborhood also were factored in. These calculations show future demand based on present zoning to be 85% of capacity and future demand based on the proposed zoning to be 75% of capacity. Neither of these figures include added demands that are placed on the line by the Rockridge Center shopping area or the commercial establishments along Broadway.

Several conclusions can be drawn from these calculations. If the zoning remains unchanged in the R-70 areas in the southwest section of the Neighborhood, the residential demand alone in district 11 will approach within 15% of the line's maximum capacity. Using a standard of 20 gallons of waste per consumer per day for commercial establishments, it would only require 1900 shoppers per day to push the demand over the capacity of the line. These figures would indicate that there would be little or no factor of safety left with respect to the trunk line capacity.

The existing line in this southwest section is 8 inches in diameter. To increase capacity, approximately 2000 feet of this line at the southern end of Broadway (the section with the least amount of slope) would have to be replaced by a 10 inch line at an approximate cost of \$32.00 per foot. The other alternative is to lay another 8 inch line parallel to the existing line at an approximate cost of \$30.00 per foot. (The City normally places 8 inch lines since its equipment is geared most favorably to that size pipe.)

These costs and the accompanying disruption caused by pipe replacement should be considered as a negative drain on City resources to be incurred in the future if the zoning (R-70) in the southwest section is not changed to reflect a lower future growth.

c. Traffic. The number of cars in the Neighborhood will be directly affected by the increase in population allowed by the zoning in the Neighborhood. The future number of cars can be projected for the existing and proposed zoning based on the average number of automobiles per unit. According to the 1970 U.S. Census, there were 4115 occupied housing units in the Neighborhood, of which 2951 had automobiles. Since nearly 1/4 of the units had multiple automobiles, the total number of cars was 3748 -- or .91 automobiles per unit. (See Figure IV-1) Projecting the numbers of cars at the current rate of automobile availability*, the existing

* The projections do not include cars for Piedmont Gardens.

zoning would result in approximately 7092 cars, an increase of 89%. With the proposed zoning changes, the projected number of cars would be 5048, an increase of 35%.

Figure IV-1
AUTOMOBILES PER UNIT

<u>Autos Available</u>	<u>No. of units</u>	<u>No. of Autos^a</u>
None	1164	0
One	2219	2219
Two	667	1334 ^b
Three	65	195 ^b

Source: 1970 U.S. Census

a. Calculated from census data

b. Assumes 3 autos per unit

How the increase in the numbers of automobiles in the Neighborhood will affect neighborhood streets is a difficult question to answer because it is nearly impossible to determine what patterns new traffic might take and what proportion of new cars will travel on which streets. We can, however, look at the capacity of various streets and the traffic flows on them to determine whether neighborhood streets are being used close to capacity now. As Figure IV-2 shows, most streets for which traffic counts were available are not now close to capacity at service level C, which means traffic flow of 20-25 mph. The exception is 41st Street at Piedmont Avenue, which is now being utilized over capacity at service level C. This means traffic on 41st is already moving at less than 20-25 mph and increases in traffic volume will slow traffic even further.

These capacity calculations, however, do not include many of the smaller streets in the Neighborhood -- such as 38th, Cerrito, Yosemite, Rio Vista, and Montell -- because no traffic counts were available. Yet, if new construction resulted in increased traffic on these streets, they might well be strained to service level C capacity or even slower moving traffic.

Figure IV-2
STREET CAPACITY

<u>Street</u>	<u>Intersection</u>	<u>Capacity at Service Level C^a (vehicles per hr)</u>	<u>Current Flow^b (vehicles per hr)</u>	<u>% of Capacity</u>
Piedmont ^c	41st	2426	640	26%
41st ^c	Piedmont	153	194	127
Howe	Ridgeway	821	286	35
Ridgeway	Howe	453	89	20
Linda	Piedmont	303	162	53
Echo	Piedmont	201	56	28
41st	Howe	306	180	59

a. Service Level C is traffic flow at 20-25 mph. See Appendix I for formulas.

b. Source: City of Oakland Traffic Engineering Department

c. Capacity at this intersection has been calculated with the new traffic signal. Current flow counts, however, were made before the signal was installed.

This analysis indicates that many neighborhood streets should be able to handle projected development both at proposed zoning levels and at existing zoning levels. However, there is a psychological impact of greatly increased traffic flow as well as the physical impact. Neighborhood residents already consider Piedmont Avenue congested during the peak afternoon hours and increased residential development near the Avenue (e.g. on Glen, Yosemite and Rio Vista) could only serve to increase this congestion. Increased traffic will not only put a greater strain on motorists but will also make it more difficult for pedestrians and cyclists competing for the same space. The local streets where development will occur will similarly be subject to increased auto use and the likely impact will be greater delays in making left turns and difficulty in entering busy streets without a stop sign from a street with a stop sign.

d. Air Pollution. The quality of air in the Neighborhood depends on the background pollution levels for the City as a whole, point source pollution generators within or near the Neighborhood, and automobile traffic other than that associated with point sources.

No significant new point sources are contemplated within or near the Neighborhood. The existing sources -- Rockridge Center, MacArthur/Broadway Center, and the Kaiser Medical facilities -- probably will increase in use.

It is also likely that the commercial area will become more intense, attract more traffic and generate more pollution (in particular, raising the levels of carbon monoxide along Piedmont Avenue) although no specific projections of these increases have been made.

Of primary concern is the impact of alternative residential growth possibilities on air quality. The critical question is what increases in residential auto traffic would cause local pollution levels to rise above background levels. It is difficult to estimate the differences in pollution levels that would occur from an increased number of cars, particularly how much would be attributed to the Piedmont Avenue Neighborhood and how much to commuter traffic and other neighborhoods. However, more cars will cause increases in carbon monoxide levels along the most heavily traveled streets. Taller apartment buildings lining narrow streets could create canyon effects which would trap pollutants and taller buildings in general will change air flow patterns which could hinder the flushing of polluted air. To the extent that existing zoning results in more of this type of construction and an 89% increase in the number of cars, these effects will be more severely felt than with the proposed zoning.

e. Noise. Noise is unwanted sound. It can be quantified in terms of intensity, pitch and time pattern (duration, repetition and time of day). Intensity and pitch are most often measured on a specially weighted decibel scale ranging from 0 db to 140 db. Though physically harmful effects are generally the result of noise intensity, time pattern may well represent an equally undesirable attribute of noise.*

Noise can be described as 1) residual or background noise or 2) intrusive noise. Intrusive noise is a single event --such as a dog barking, an air hammer, or a noisy motorcycle -- which can be distinguished from background noise.

The most important source of noise in the Piedmont Avenue Neighborhood is traffic. Any increase in traffic will result in an increase in the residual noise level and the incidence of intrusive noise. Increases in noise levels are difficult to predict precisely. However, the existing zoning, with its 89% increase in the number of cars, will likely create a great deal more noise than the proposed zoning with a 35% increase in the number of cars.

* See City of Oakland, "Noise: An Element of the Oakland Comprehensive Plan," September, 1974, for a brief but thorough explanation of noise measurement and impact on urban life.

f. Community facilities. An important impact of rezoning is the effect it will have on the resources or community services and facilities necessary to support the quality of life in the Neighborhood. In general terms, an increase in the population of the Neighborhood will require a commensurate increase in the amount of services provided. However, the Neighborhood is presently either underserved or totally lacking in most community services and facilities. (For specific details, see the Community Services and Facilities Element.) It is unlikely that these services and facilities will be increased in the near future to completely meet the needs even of the present population.

The proposed rezoning, then, will lessen the burdens on community services and facilities simply by providing for less people to use them than will be permitted under the existing zoning. While a greater population in the Neighborhood could increase City tax revenues and theoretically provide the funds for additional services, it is doubtful if these gains in revenue from the Neighborhood would be directly and completely returned to the Neighborhood in the form of increased community services and facilities.

g. Elementary schools. The elementary school serving the Neighborhood is Piedmont Avenue School, located at Echo and Piedmont Avenues. The 1974-75 enrollment was 316 children, grades K-6. Unlike many other schools in Oakland, Piedmont has shown little fluctuation or decline in school population over the past decade. Because nearby Edison School is being torn down under the quake-safe program, Piedmont's attendance area has just been revised to permanently accomodate a portion of Edison's children. Piedmont Avenue School thus expects an increase of 100 students (or 416 expected total enrollment) for the 1975-76 school year. Projected enrollments through 1979 again predict a stable school population.

The Oakland School District bases its five-year projections on several factors: (1) birth data from the county; (2) the principal's judgments about "movement" in and out of the community; (3) the survivorship factor" (based on the principal's projected figures v. actual figures over several years' time); and (4) information from the City Planning Department concerning new projects likely to be approved for the Neighborhood which may be family-oriented.

According to School District personnel, the Piedmont Avenue Neighborhood

is a rather special area in that it has consistently shown itself to be attractive to families and relatively stable in family population. PANIL's proposed zoning change projects a small increase in overall population, and the proposal itself is aimed at retaining the Neighborhood's family population by preserving and encouraging residential units that accomodate families. It is therefore anticipated that the elementary school-age population will remain relatively stable under this Plan, and that Piedmont School will continue being able to serve that population.

It is difficult to predict what might happen under the current zoning if it is left intact over the years. The large projected increase in neighborhood population under existing zoning could mean a significant increase in school children, therefore putting a real strain on current school capacity. However, current zoning provisions would probably encourage large apartment buildings which more and more tend to exclude children. In this case, even the large population increase under current zoning might not mean much of an increase in the number of school children.

h. Commercial Activity. How changes in zoning will affect commercial activity on Piedmont Avenue cannot be precisely determined. No data is available on the percentage of residents in the Neighborhood who patronize Piedmont Avenue stores, the quantity of dollars spent by residents on the Avenue, or even the types of goods residents buy. Since such necessary information is unavailable, we can make only some general statements.

The proposed zoning will result in a smaller ultimate population increase than the existing zoning. This does not mean, however, that commercial activity would be significantly greater with the existing zoning's buildout. Since it is unknown what proportion of neighborhood residents use Piedmont Avenue -- and what proportion of new residents would use Piedmont Avenue -- it cannot be determined where new residents would shop. Residents along Pleasant Valley Avenue might consider Rockridge Shopping Center more convenient. Other residents, particularly in the southeast corner of the Neighborhood, may use the Grand Avenue and Lakeshore shopping districts. If new construction were located in those areas, the increase in commercial activity on Piedmont Avenue might not be very significant.

The character of Piedmont Avenue itself will probably be the biggest factor in future commercial activity. If the Avenue tends to carry primarily convenience goods, it will depend on local residents for business. In this case, the numbers of new residents could well be an important factor. If, however, the Avenue emphasizes non-convenience good specialty shops, such as Fenton s, antique shops, import shops, etc., then it will draw from a much larger area than the Piedmont Avenue Neighborhood. PANIL's proposed commercial rezoning changes promote the specialty shop concept. In this case, commercial activity on the Avenue would likely increase even with a smaller population growth.

i. Costs and Revenues to Oakland. A cost-revenue analysis is designed to calculate the change in the level of expenditures required by the City for municipal services (given a projected change in population) and compare the change in costs with the change in revenues expected. One key question in such an analysis is the determination of the projected change in population. In the case of a specific development project, it is known what kinds of units are being built, their location, their prices and when such units would be available. Estimates can be made, then, concerning what percentage of the new residents will come from outside the municipality versus inside and marginal costs and revenues to the City can be predicted. For the rezoning proposal in this Plan, the population change also has two components: (1) people moving in from outside of Oakland; and (2) people shifting their location from one section of the City to another. However, in the case of such a zoning change, the proportion in each category is difficult to predict because it is uncertain what kinds of units would be built, when they would be built, and how much they would cost.

In the Piedmont Avenue Neighborhood, the proposed zoning changes would result in the construction of fewer large new complexes than would be allowed under the existing zoning. In the absence of large developments that would attract people region-wide, it can be expected that most of the increases in neighborhood population would be people from other parts of Oakland. Under this assumption, little change in the City's overall cost-revenue balance would be expected.

If the current zoning was left intact, however, it can be expected that a significant portion of the Neighborhood might ultimately be built

up with large apartment projects. These projects would probably attract a number of new residents to Oakland, producing a net population increase in the City. This increase would mean more revenues to the City in both taxes and construction-related fees. However, such projects also mean a substantial increase in City service and infrastructure costs. What the ratio of costs to revenues would be for such projects would have to be estimated at the time they were proposed. However, many recent studies have shown that new development rarely pays for itself in older communities.*

j. Impacts on Individual Landowners. A major question which arises when considering rezoning proposals is what effect rezoning will have on an individual property owner's land. Does a higher use zone mean that a lot is worth more because it can be rebuilt at a higher density? Or will a change in zoning have no effect on property values at all?

In order to assess the impact of zoning on the individual homeowner, assessed full cash values have been examined for parcels in different parts of the Neighborhood currently under different zoning. Contiguous parcels in single-family or two-family use were grouped together and averaged to account for small variations in lot size and structures. The average assessments of these groups of parcels can then be compared for areas in different zoning.

The major assumption in this analysis is that, while assessed full cash values do not equal market prices, they do reflect market value. Therefore, two lots assessed at the same value should sell for roughly the same price. Since the relative differences between assessed values should be the same, it makes it possible to compare parcels on this basis.

The results of this analysis, as shown on the accompanying map on page IV-21, indicate that zoning does not account for the differences in values in single- and two-family homes. Groups of parcels which are very close but in different zones show little variation in average value. In some cases, the parcels at the lower density R-50 zoning are worth more than the parcels at higher density R-70 zoning. For example, a group of homes on Linda St., zoned R-70, are assessed at an average of \$20,375 full cash value, while parcels contiguous to them on Glen Ave. in R-50 zoning are valued at \$23,950. A similar situation exists on View Place,

*See the 1974 Dept. of Housing and Urban Development study, The Costs of Sprawl and Open Space v. Development: A Final Report to the City of Palo Alto by Livingston and Blayney, 1971.

PIEDMONT AVENUE NEIGHBORHOOD STUDY

off Pleasant Valley. Three parcels in R-70 zoning are valued at an average \$20,967, while parcels across the street in R-50 zoning are valued at an average \$24,433.

Overall, the average assessed full cash values throughout the entire Neighborhood range from \$19,525 to \$29,250. However, there seems to be great variation within each zone and even with smaller sub-areas in the Neighborhood. For example, parcels on Gilbert St. are valued at \$25,195 while one block away on Montgomery St., average values are \$22,158. Homes on one side of Monte Cresta are valued at \$26,491 while across the street, the average is \$22,000. This suggests that variation in home value is more dependent on lot size, and type and size of the structure than on the zoning. The groups of parcels which have the highest values, particularly those in the southeast corner of the Neighborhood, have larger lot sizes than other parts of the Neighborhood and tend to have much larger homes as well. That variability is due to lot and structure size is further evidenced by the fact that homes in the R-30 zone (in the northeast corner) also have higher average values and tend to be larger in size than other parts of the Neighborhood.

In conclusion, it appears that zoning will not affect the value of an individual homeowner's parcel. The size of the lot and house seem to be more of a determining factor than zoning. A zoning change, therefore, should not change the market value which the homeowner now expects to realize.

k. Social Impacts. Due to increasing labor and materials costs, high density apartment units recently constructed in the Neighborhood must command rents significantly higher than those of apartment units in converted single-family houses constructed during earlier periods. Evidence of this rent differential, determined in a survey of apartments recently available for rent, is presented in Figure IV-3.

Figure IV-3

COMPARATIVE MONTHLY RENTS

<u>Type of unit</u>	<u>Monthly rents of apt. units in converted homes constructed before 1960</u>	<u>Monthly rents of apt. units in buildings constructed after 1960</u>
Studio	\$ 95-110	\$ 200
1 Bedroom	125-165	195-210
2 Bedroom	175-200	215-380
3 Bedroom	250-285	410-460

These comparative rents become more significant when converted into income ranges using the universally accepted rule of thumb that 25% of a single person's or family's gross income should be spent on housing.

Figure IV-4

COMPARATIVE ANNUAL INCOME RANGES OF APARTMENT RENTERS

Type of unit	Income ranges for units in converted homes constructed before 1960	Income ranges for units in buildings constructed after 1960
Studio	\$ 4560 - 5280	\$ 6000
1 Bedroom	6000 - 7920	9360 - 10080
2 Bedroom	8400 - 9600	10320 - 18240
3 Bedroom	12000 - 13680	19680 - 22080

Since the Piedmont Avenue Neighborhood is, for practical purposes, completely developed, new apartment construction necessarily entails demolition of existing older housing, including single-family homes which have been converted to multiple apartment units. Figures IV-3 and IV-4 demonstrate that this housing replacement process is also accompanied by a process of residents being replaced by higher income groups. This replacement process tends to make the Neighborhood economically inaccessible to its present residents by increasing the cost (rent) of housing available in the Neighborhood. As new buildings are constructed, older ones with low rents are torn down and replaced by more expensive units. Many current residents would not be able to afford these new rents.

The existing zoning of the Neighborhood encourages this replacement process. 52% of the net land area of the Neighborhood is currently used for low and medium density housing, while only 37% of the Neighborhood is zoned for low and medium density housing. (See Figure II-2, page II-7, and Figure II-3, page II-9.) In contrast, 26% of the net land area of the Neighborhood is used for high density housing, but 40% is zoned for this use. As this area zoned but not used for high density housing is exploited, older housing units (including converted houses) will be demolished to make way for new higher density apartment construction. While this process increases the total number of housing units in the Neighborhood, it also significantly increases the cost (rent) per unit, thus displacing persons now living in the Neighborhood but unable to afford these increased rents.

The proposed rezoning of the Neighborhood will tend to discourage this replacement process by increasing the amount of the net land area of the Neighborhood zoned for low and medium density housing from 37% to 67%, and by decreasing the amount of the Neighborhood zoned for high density development from 40% to 12%. The proposed rezoning will not allow as many apartment units to be constructed as permitted by the existing zoning. However, the proposed rezoning will tend to preserve the current economic accessibility of the Neighborhood by discouraging the replacement of apartment units contained in older, converted structures by units in new structures which demand significantly higher rents.

Action Programs

While the proposed zoning represents a significant change in the ultimate future of the Piedmont Avenue Neighborhood, there are other aspects of the housing and residential density goals and policies which must be addressed by other tools and programs. While zoning does regulate the amount and type of new construction, it has little impact on existing development. Therefore, programs are needed to help maintain existing property and increase resident ownership. At the same time, it is necessary that new construction be monitored to insure that the zoning changes do, in fact, achieve the desired results. In conjunction with the zoning proposals, the following programs serve to implement the goals and policies of PANIL.

1. Continued Monitoring of Construction Activities

In order to keep abreast of applications for new construction, rehabilitation, or other modifications of existing structures, it is recommended that PANIL form a committee which would establish official liason with the zoning department in City Hall. This committee can establish itself as an "interested party" in the Neighborhood to be notified of all pending applications for building and demolition, zoning variances, permits, and other informal inquiries for building in the Neighborhood. Other neighborhood groups, such as the Piedmont Avenue Merchants Association and the Piedmont Avenue Business Women's Association, should be invited to have representatives on this committee.

The committee should send a letter to the Zoning Department (in care of Tom Doctor) which states the following:

- (1) Name, address, phone number of person(s) to be contacted
- (2) Request to be placed on the zoning action notification list
- (3) Description of physical area of concern (map plus verbal description)

This will establish PANIL as an official organization with interests in the Neighborhood to be automatically notified of any formal zoning actions or hearings.

In order to insure that this committee knows of all informal inquiries, this monitoring committee will have to be in constant (weekly) contact with City officials, since these inquiries do not get formally recorded at the Zoning Department. Other actions that could be initiated by this committee includes: (1) appeals to the Planning Commission and/or City Council with respect to decisions it judges to be counter to the Neighborhood Plan; (2) negotiations with builders and the City concerning proposed construction; and (3) monitoring deed transactions recorded in the office of the County Recorder.

This committee's basic function is to insure that the spirit of the regulatory aspects of PANIL's policies are implemented over time. Active monitoring is a necessity if the goals and policies of PANIL are to be realized.

2. Maintenance, rehabilitation and ownership assistance

PANIL's goals and policies call for (1) preserving habitable older buildings in order to maintain the existing character of the Neighborhood; and (2) encouraging owner-occupancy as much as possible, especially for people of lower and moderate income. There are several types of programs which could be undertaken to implement these policies.

a. Mechanisms for financial assistance to owners. Various governmental programs exist which can provide financial assistance for housing rehabilitation. The Department of Housing and Urban Development (HUD) has many programs, but only a few have been used in the Bay Area and the status of much of the money for these programs has been unclear since the moratorium on housing subsidy programs that began in January 1973. However, further investigation should be made to the San Francisco Area Office of HUD to determine availability of funds and the applicability of programs to the Piedmont Avenue Neighborhood.

Other funds, however, are potentially available through general revenue sharing and the Housing and Community Development Act of 1974.

General revenue sharing funds can be spent on building code enforcement, housing rehabilitation loans and loan insurance programs, planning, and zoning. Since the City of Oakland directs the use of such funds, contacts should be made with the City Manager's office to determine the possibility of revenue sharing funds being used for rehabilitation and maintenance programs in the Neighborhood.

Similarly, the Housing and Community Development Act will provide funds that can be used for rehabilitation and code enforcement issues, including rehabilitation loans. Oakland is now developing a process to allocate its share of these monies through its new Community Development Commission. Citizen input is encouraged to be consolidated by district and O.C.C.U.R. (Oakland Citizen's Committee for Urban Renewal) has been designated to coordinate all citizen participation. Contact should be made as soon as possible with the North Oakland District Council and O.C.C.U.R. so that PANIL can become integrated into the community development process.

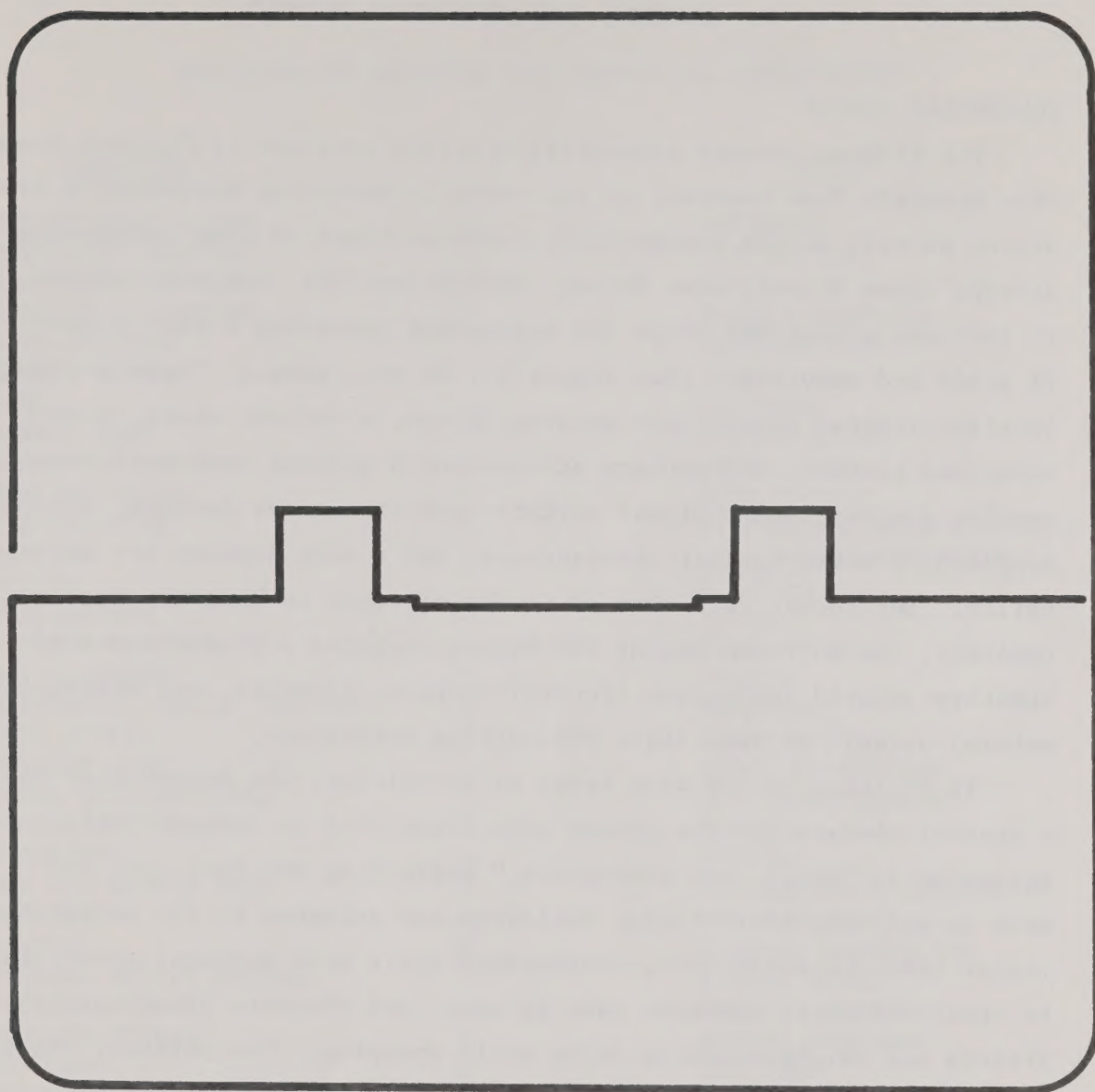
b. Information and counseling programs. "How-to" information and financial counseling on maintenance and home-buying can be of great assistance to owners and residents in the Neighborhood. PANIL could become a center for information on the following:

- (1) Home maintenance -- including how to make simple household repairs, correct operation of equipment, housekeeping and management practices to encourage care of the property.
- (2) Financing home-buying and repairs -- including information on types of financing available and referral to appropriate lenders and real estate brokers.

c. Self-Help Programs. Often, organizations of residents to undertake repair and rehabilitation projects can be the most effective tool for preserving and conserving a neighborhood's housing stock. PANIL could be the catalyst for organizing such "self-help" groups. It could also contact merchants to arrange for discounts on materials, provide information on how to do repairs, and organize sharing of tools, equipment, and expertise.

d. Code enforcement. Enforcement of the building code can be used to prevent deterioration of the housing stock. Obvious violations can be reported to the Building Department for enforcement. PANIL could also attempt to negotiate with the City for a systematic enforcement program. However, further research into this area is necessary.

e. Organization. Undertaking any or all of these programs is a large task. PANIL should establish a Housing Group that would take responsibility for the implementation of these programs. One program can be chosen to start with and others added as time and person-power allow. All, however, can be effective tools to maintain and preserve the character of the neighborhood's housing stock.



COMMERCIAL and BUSINESS

V. BUSINESS AND COMMERCIAL ELEMENT

COMMERCIAL ISSUES

The Piedmont Avenue commercial district consists of Piedmont Avenue from Mountain View Cemetery on the north to MacArthur Boulevard on the south, as well as the commercially zoned portions of some neighboring streets (Howe Street, 41st Street, 40th Street Way, and Glen Avenue). It includes almost 200 shops and businesses providing a wide variety of goods and services. (See Figure V-2 on next page.) There are many locally-oriented shops--such as drug stores, a variety store, beauty shops and barbers, and grocery stores--and a growing number of shops serving a wider, sub-regional market--such as antique dealers, weaving supplies, a movie theater, restaurants, and a very popular ice cream parlor. Due to the fact that it is the entrance to Mountain View Cemetery, the northern end of the Avenue contains a predominance of cemetery-related activities (funeral chapels, florists, and headstone makers) as well as some light wholesaling activities.

In addition to its wide range of activities, the Avenue also has a special character. The phrase most often used to describe this character is "small town atmosphere," reflecting the fact that the area is safe and comfortable, buildings are oriented to the pedestrian rather than the automobile, shopkeepers still give personal attention to their customers and know many by name, and shoppers often run into friends and neighbors while doing their shopping. The physical character of the Avenue is also part of this image. Buildings in the center section of the Avenue date from 1910-1930 and have shops on the street level and residences on the second and third floors. Buildings cover the full lot and the commercial floor is usually divided into two or three stores. The strength of this character, both in its physical and social elements, begins to decline as one moves north and south from the center of the Avenue. However, the central commercial area, between 40th and 41st Streets, with its closely spaced multi-story buildings, its friendliness, and its personal touch, provides a much needed contrast to modern shopping centers.

The desirability of this character to merchants is reflected in the fact that there are no vacant storefronts in the area. As soon as one does become available it is rapidly filled. The Avenue's

Figure V-2

INVENTORY OF BUSINESS AND COMMERCIAL ENTERPRISES

<u>SERVICES</u>		<u>GOODS</u>	
ADVERTISING AGENCY	3	ANTIQUES	11
ANSWERING SERVICE	1	ART GALLERY	2
ARCHITECT/PLANNER	1	BAR	4
AUDITOR/ACCOUNTANT	2	BEAUTY SUPPLIES	2
AUTO SERVICE	6	BICYCLE SHOP	1
BALLET STUDIO	1	BOOKS	1
BANK	1	CLOTHING	5
BARBER SHOP	4	COFFEE STORE	1
BEAUTY SALON	10	DONUT SHOP	1
BOWLING ALLEY	1	DRUG STORE	2
CHIROPRACTOR	1	ELECTRICAL/PAINT SUPPLIES	1
DENTIST	3	ELECTRONIC EQUIPMENT	2
DOCTOR	1	ENVELOPES	1
DRESSMAKING	3	FLORIST	3
DRIVING LESSONS	1	FOOD STORE	6
DRY CLEANING	5	FURIER	1
ELECTRONIC EQUIP. SERVICE	1	HARDWARE	1
FILM RENTAL	1	HOBBY SHOP	1
HEARING AIDS	1	HONEY PROCESSING	1
HOTEL (RESIDENTIAL)	1	ICE CREAM PARLOR	1
INCOME TAX SERVICE	4	IMPORTS	2
INSURANCE	4	JEWELRY	2
KEY AND REPAIR SHOP	1	KITCHEN/BATH REMODELING	1
LAUNDRY	6	LEATHER GOODS	1
LAWYER	2	PLASTIC LAMINATING	1
MEDICAL SUPPLY RENTAL	1	LIQUOR STORE	1
MEMORIAL CHAPEL	1	MARBLE MONUMENTS	2
MASSAGE STUDIO	2	NURSES UNIFORMS	1
MORTUARY	2	PET SHOP	1
PAINTING CONTRACTOR	1	PICTURE FRAMING	2
PENSIONS WELFARE FUND	1	PLANT SHOP	1
PHOTOGRAPHER	2	PLUMBING/HEATING SUPPLIES	2
PIN BALL PARLOR	1	POOL SUPPLIES	1
REALTY	7	REFINERY/INDUSTRIAL EQUIP.	1
SAVINGS AND LOAN	1	RESTAURANT	7
SHOE REPAIR	2	STAINED GLASS	1
TAILOR	2	TENNIS SHOP	1
T.V. REPAIR	1	THRIFT SHOP	1
THEATER	1	TROPICAL FISH	1
TOUR AGENCY	1	URN MANUFACTURING	1
UPHOLSTERY	3	VARIETY STORE	1
OTHER OFFICE USES	6	WIG SHOP	1
		YARN/WEAVING STORE	1
-----		-----	
42 CATEGORIES	100	43 CATEGORIES	82

storefronts are particularly attractive to young merchants beginning new businesses. Many new businesses have been started on the Avenue in the last five years and the buildings have actively been restored and remodeled. Some new construction has occurred within the last few years, such as a new one-story Wells Fargo Bank building. There are, however, some vacant offices in a five-year-old office building near the northern end of the Avenue. This probably indicates that the area is more suited to shops than to business offices. The residences above the storefronts are also popular, especially with senior citizens, due to the proximity to stores and public transportation.

Rents on the Avenue for commercial floor space range from \$.10 per square foot at the ends of the Avenue to \$.75 per square foot near the center (the intersection of Piedmont Avenue with 41st and 40th Streets and with Glen Avenue). The high rents in the central portion of the Avenue have served to prevent the entrance of marginal businesses while lower rents on the ends have promoted the maintenance of low-return enterprises. The local bank (Wells Fargo) has confidence in the area and states that the bank is willing to make a full range of business loans to local merchants.

The Piedmont Avenue commercial district is thus a vital shopping area. It is attractive enough to outside interests and potential new development that it needs to be concerned about preserving its character. The interest in preserving the character of the Avenue and the fact that the commercial district is the central focus of the neighborhood made these concerns a central element in the Piedmont Avenue Neighborhood Plan.

These issues are also given support by Oakland's Policy Plan of September, 1974. These policies encourage:

- (1) the upgrading of the visual quality of all commercial areas (Commercial, Civic and Industrial Areas General Policy #1)
- (2) the elimination of incompatible non-commercial uses (Policy # 2)
- (3) protecting residential areas adjacent to commercial areas (Policy #5)
- (4) promoting differentiation of scale and function in smaller commercial centers (Policy #8)
- (5) promoting these functions through adequate zoning techniques

- (6) merchant groups to initiate improvement programs, including sign control and landscaping, to make their centers more attractive (Policy # 11)

With the neighborhood issues and Oakland City Policies as background, PANIL has developed goals and policies to express the Neighborhood's desires for its commercial areas.

COMMERCIAL GOALS

General Goal

To retain and reinforce the uniquely human atmosphere of the Piedmont Avenue commercial area and to promote and enhance the physical and economic factors which contribute to its reputation as an attractive, high quality shopping environment.

Specific Goals

1. To maintain a predominance of small, owner-operated businesses or regional stores along the Avenue.
2. To meet the needs of the local neighborhood by providing essential goods and services and to serve the larger city/regional market area through specialized shops and services.
3. To actively encourage the establishment of new businesses which will enhance the commercial mix and diversity of the Avenue.
4. To achieve and maintain an attractive visual appearance along the Avenue through a program which specifically includes facade beautification.
5. To provide circulation on the Avenue which gives preference to the pedestrian and discourages use of the Avenue for commuter traffic.
6. To identify and preserve architecturally, aesthetically, historically and otherwise significant buildings and features along the Avenue.
7. To encourage the cooperation between neighborhood residents and Avenue merchants to ensure the realization of the above goals.

COMMERCIAL POLICIES

1. Building size and height
 - a. Any single business establishment shall not exceed 3500 square feet of street level space.
 - b. Maximum building height shall not exceed three stories or 45 feet.
2. Facades
 - a. Storefronts in the same building should have conforming

facades:

- b. Facade treatment of structures should give due consideration to the facades of adjoining structures in terms of color and design.
- c. Eliminate neon and flashing signs, billboards, and freestanding signs on the sidewalks.
- d. Establish a design review procedure.

3. Sidewalks

- a. Widen sidewalks where necessary.
- b. Provide more street furniture where needed if sidewalks are sufficiently wide.
- c. Provide sidewalk curbcuts at corners for elderly and handicapped persons.
- d. Encourage tree planting where sidewalk width permits.

4. Significant Buildings

Establish a committee to identify historically, architecturally or aesthetically significant buildings or features along the Avenue. Publicize information.

5. Merchant/Resident Organization

Establish a merchant/resident organization to ensure realization of above goals and policies.

IMPLEMENTATION

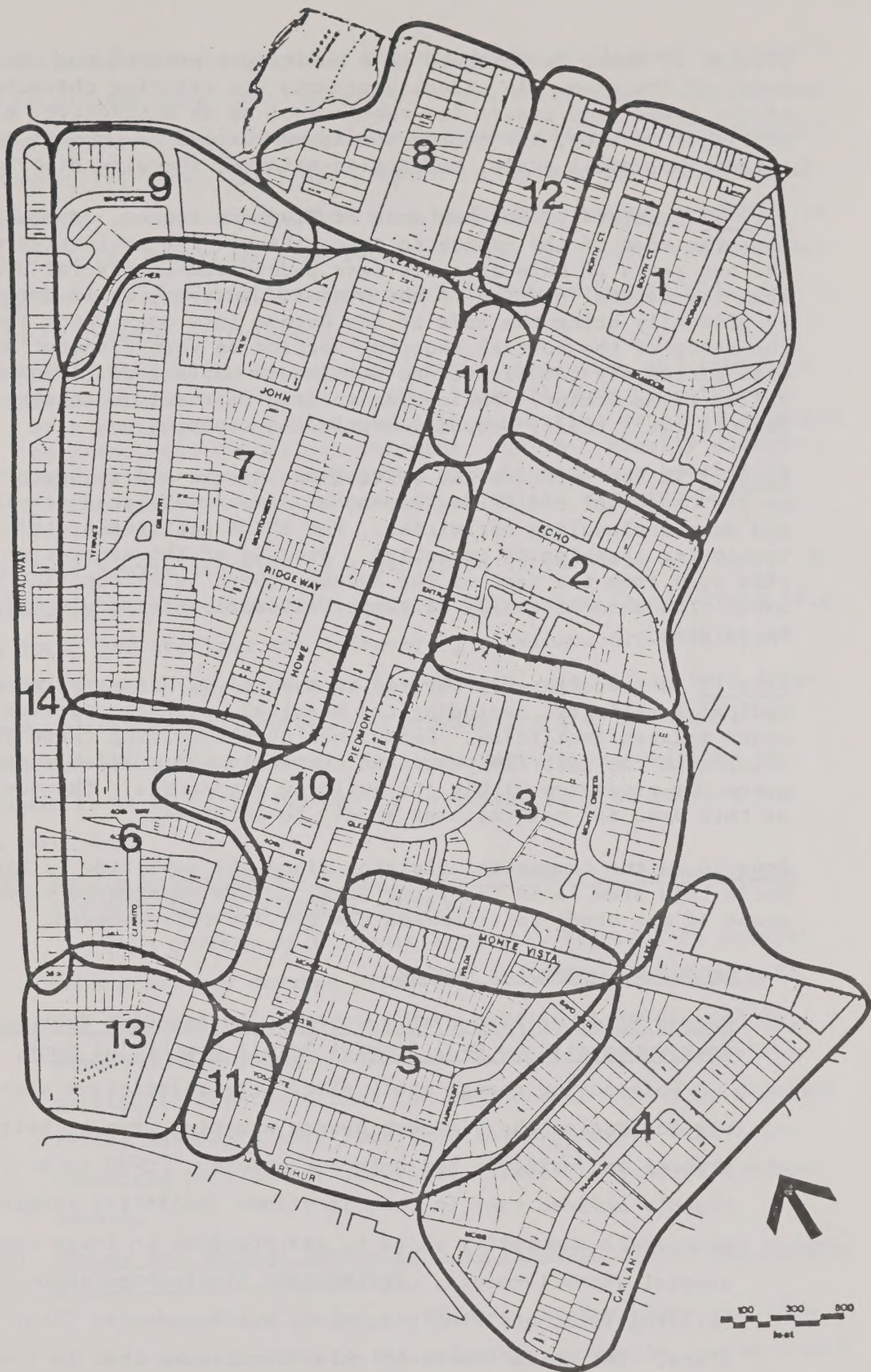
Zoning

In commercial areas, zoning is the major legal tool available for controlling the types of commercial activities and facilities permitted. It can also regulate the size of structures, the parking required, and the size of billboards and signs. Through design guidelines, zoning can also affect building design and the streetscape.

1. Land Use Area Policies

The Piedmont Avenue neighborhood can be divided into commercial subareas which have different development patterns. The community would like to see these patterns enhanced and preserved. The Land Use Area Policies follow from the commercial goals and policies and have been formulated to apply to specific geographic areas in the neighborhood. The subareas, as indicated on the Land Use Area Policies Map, form the basis for the proposed zoning changes. (See page V-6.)

Area 10 is the central portion of the Piedmont Avenue commercial district. The area has a distinctive overall character: small shops, predominately owner-operated, with a pedestrian orientation and human scale. The shops serve needs of both the neighborhood and a larger regional market, and the diversity of activities



LAND USE AREA POLICIES

**PIEDMONT AVENUE
NEIGHBORHOOD STUDY**

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created by these two markets is a positive aspect of the character of the area. In order to promote the existing character of the Avenue and insure its continuance as an attractive, pleasant place to shop, the zoning should be changed to promote an attractive, small scale, pedestrian-oriented shopping district.

Area 11 consists of the two ends of Piedmont Avenue, separated from the rest of the Avenue to some extent. The activities within the two parts of this area are less pedestrian-commercial oriented than the central portion of the Avenue. However, it is desirable to gradually bring the ends of the Avenue into uses which reflect the tenor of the central shopping section so that Piedmont Avenue will ultimately constitute one continuous whole from Pleasant Valley to MacArthur. The zoning in Area 11 should be changed to promote small scale, pedestrian-oriented shopping.

Area 12 is the northern end of Piedmont Avenue and is dominated by the Chapel of the Chimes and other cemetery-related services and some wholesaling activities. For these activities, this particular location is essential. Because of the separation of this area from the rest of the Avenue, there is no conflict in uses. The current zoning of commercial/wholesale should therefore be retained.

Area 13 is predominantly devoted to use by the Kaiser-Permanente Medical Facilities, including the hospital, clinics, parking and other related facilities. Kaiser has been expanding these facilities in the last few years and currently has available unused space for expansion within its existing structures. The zoning of this area for medical uses should be retained.

Area 14 is the commercial district along the east side of Broadway. While this area is in the study area, it was considered beyond the scope of the study to recommend changes for this subarea.

2. Proposed Commercial Zoning

(1) Rezone Piedmont Avenue where it is C-30 District Thoroughfare Commercial to C-31 Special Retail Commercial Zone.

This zoning change would place more restrictive regulations on the Piedmont Avenue shopping area to help promote and maintain its unique character. C-30 is a broadly defined zone in that it allows facilities ranging from small speciality shops to gas stations to large commercial establishments. It provides little regulation on building size, building placement, billboards, or large signs. Yet it is precisely this flexibility that is the weakness of the C-30 zone in distinctive commercial areas such as Piedmont Avenue and College Avenue.

In response to the impacts of potential new development allowed by C-30 in already developed "character" commercial areas, the Oakland City Planning Department developed a new commercial zone: C-31 Special Retail Commercial Zone. C-31 was created in October 1974 in response to requests for a more appropriate zone by College Avenue merchants in junction with the Rockridge area rezoning. The C-31 zone was designed to be applied to other similar commercial districts in Oakland. As stated in the zoning ordinance,

The C-31 zone is intended to create, preserve, and enhance areas with a wide range of retail establishments serving both short and long term needs in attractive settings oriented to pedestrian comparison shopping, and is typically appropriate along important shopping streets having a special or particularly pleasant character. (Oakland Planning Code, Section 4475)

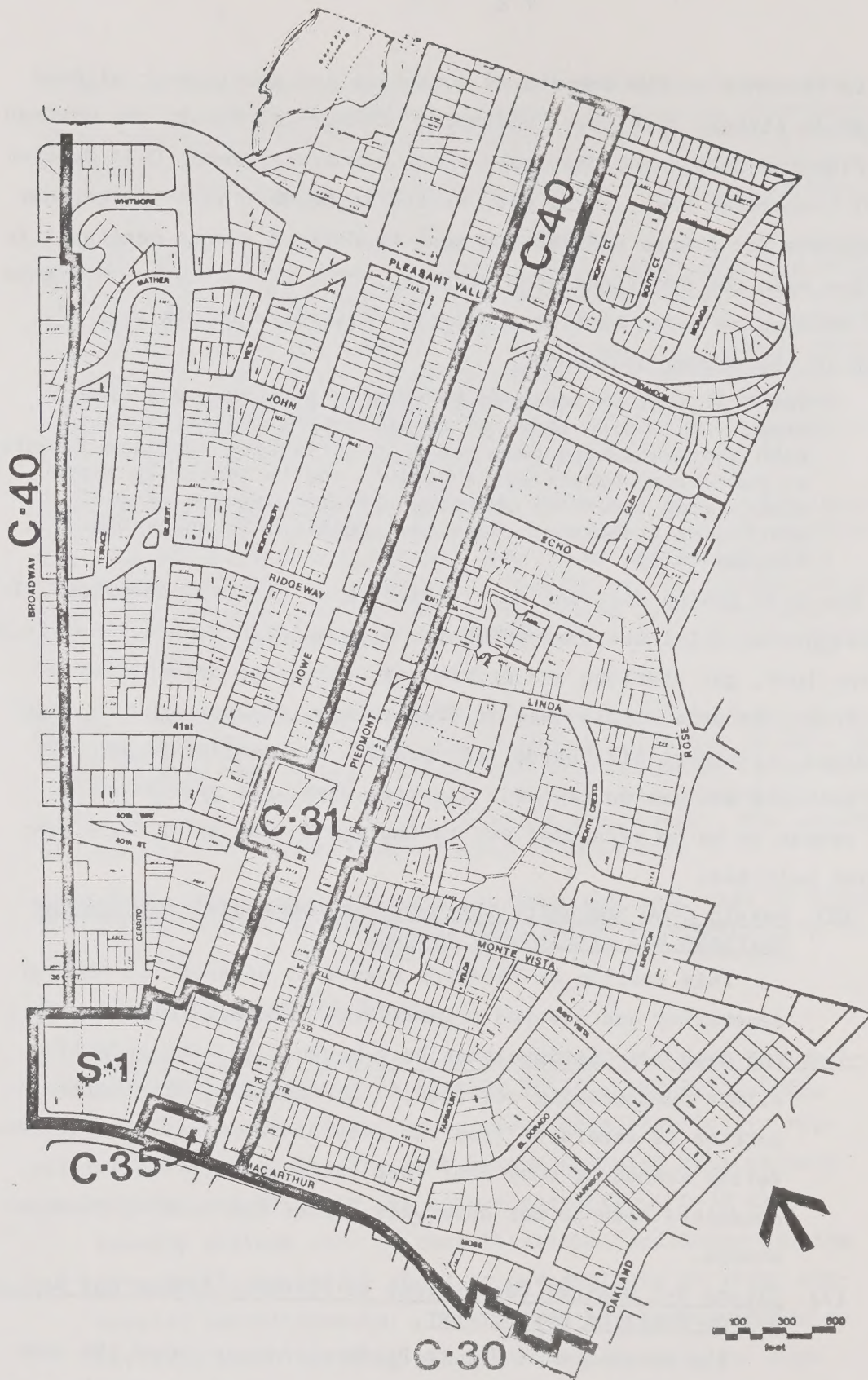
The C-31 zoning district is a variation of the C-30 district. It is designed to eliminate uses which break up unified facade lines (e.g. parking lots, gas stations and driveways), eliminate drive-in type facilities, promote retail uses in storefronts, discourage very large buildings, eliminate billboards, and provide for smaller signs. It also provides for design review. In these ways, the provisions of C-31 appear to be an effective way to implement many of PANIL's commercial policies.

- (2) Retain C-40 Community Thoroughfare Commercial Zone on the Northern End of Piedmont Avenue.

This portion of Piedmont Avenue is adjacent to several cemeteries and devoted primarily to cemetery-related uses. The C-40 zone is important here because it conditionally allows "undertaking services." In addition, this northern portion is separated from the rest of the Avenue by Pleasant Valley Avenue, a busy four lane thoroughfare. Activities conducted here do not adversely affect the rest of Piedmont Avenue.

- (3) Extend S-1 Medical Center Zone to Piedmont Avenue and Reduce S-1 on Parts of Howe Street.

The extension of S-1 to Piedmont Avenue makes the area in this zone conform to the existing use of the southern end of Piedmont Avenue by Kaiser Hospital. The area which would be removed from S-1 zoning is primarily in low density residential use.



COMMERCIAL REZONING

PIEDMONT AVENUE
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3. Design Review

The C-31 zone proposed for Piedmont Avenue requires design review. PANIL has developed a set of design review guidelines which would be used to help the City Planning Commission--as well as Piedmont Avenue merchants and interested residents--to encourage commercial development which is supportive of the Avenue's character. Such design principles would also be used to identify and define that character with greater specificity. The end result for the Avenue is intended to be an environment of commercial quality and visual distinction which would attract an increasing number of interested shoppers to the area.

In developing the guidelines for use by the Planning Commission, PANIL made a concerted attempt to find an appropriate balance between specificity and flexibility. A degree of flexibility is important to leave options open to both the Commission and the property owners. This flexibility, however, must be coupled with enough specificity so that the design principles are truly useful for making decisions on individual proposals.

The design review principles for Piedmont Avenue will serve as guideposts for evaluating commercial development in the following six areas: site design, streetscape, building design, preservation of significant buildings, signs and graphics, and lighting. The following is a brief summary of the principles in each of these categories. The complete guidelines are attached to this Plan as Appendix II.

Summary. Under site design, building setbacks are encouraged (a minimum of five feet would be preferred) in order to provide more sidewalk space and to provide some room for businesses to enhance the front of their properties. In all cases seven feet of unobstructed sidewalk space would be left clear for the pedestrian. Gaps in the street facade, especially parking lots, would be adequately screened through landscaping.

The streetscape guidelines encourage tree planting and street furniture if there is adequate sidewalk space, while they recommend removal of such obstacles if there is not. Recommendations for well laid-out transit stops and park-like spaces are also described, including better designed landscaping, benches and signs. Suggestions are also made for improving the access to the Avenue for handicapped and elderly citizens (e.g. by providing curb cuts).

The principles for building design support coordinated design for multiple facades in one building, facade "landscaping" such as flower boxes, building colors which blend with surrounding structures, materials that are compatible with those that currently give the Avenue its character, and screening of mechanical and electrical equipment.

In the section on preservation of significant buildings, it is recommended that buildings be evaluated for architectural, historical or aesthetic significance before demolition, that significant structures should be preserved and enhanced, and that new buildings adjacent to such structures should respect, and be compatible with, the character of the structure.

The design principles for signs and graphics call for prohibition of billboards and flashing signs and define maximum sizes, heights and extensions allowed under the C-31 zone. For example, freestanding signs can be no more than 75 square feet, and signs attached to buildings can be a maximum of one square foot of area per foot of street line on interior lots and one-half square foot on corner lots. However, the design guidelines recommend that the sign area should be the minimum size necessary to convey the intended message. It is further recommended that signs be an integral part of the building design, that groups of signs have an overall graphics plan, and that individual signs strive for simplicity and clarity.

Finally, the lighting guidelines suggest that exposed fixtures and standards be harmonious with the building design and adjacent buildings. Exterior lighting should not be detrimental to surrounding properties, and its source should be screened from view.

4. Impacts and Implications

a. Impacts of the Zoning Change. Impacts of a change in the zoning on Piedmont Avenue from the C-30 zone to the C-31 zone can be expected to affect four groups: merchants, shoppers, building owners, and the City of Oakland.

Merchants. If the distinctive character of Piedmont Avenue as a unique shopping district can be promoted, merchants can expect an increase in the number of shoppers and sales. Increased popularity of the area and possible facade beautification measures may also be reflected in increased rents. Some merchants view this positively, seeing higher rents as a way of excluding more marginal businesses.

The most readily identifiable impact on merchants is the cost of replacing signs if they are not in conformance with the new regulations. The adequacy of a three year amortization period has been questioned. The cost of a new sign conforming to C-31 requirements would be about \$2.50 per square foot plus installation for flush plywood signs (about \$90 for a 35 square foot sign) and about \$60 for a hanging 2 foot by 3 foot wooden sign.

Shoppers. There will be positive and negative impacts on shoppers. On the positive side, there should be a pleasant visual change as merchants begin to coordinate the appearance and design of their shops. There should be an increase in the number of goods and services along the Avenue, particularly in specialty goods and services. This should make a shopping trip to the Avenue more enjoyable and shoppers should be able to find more of their shopping items in one location. The newly heightened atmosphere of the Avenue may make it a more pleasant place to shop.

Increased popularity of the Avenue may have some negative impacts on shoppers, particularly those coming from within the neighborhood. Stores catering to a growing regional market may lose their neighborhood character and shopkeepers could lose their closeness with their customers. For stores continuing to cater primarily to local needs--groceries, drug stores, cleaners, etc.--the impact of a larger regional market on the shopkeeper-customer relationship would be considerably less. The friendly atmosphere of the Elmwood shopping district in Berkeley indicates that a loss of rapport does not necessarily follow from an increased regional market.

Even though C-31 limits automobile-related uses within the shopping district, increased popularity will probably mean an increase in the number of cars entering the neighborhood. Although current parking is considered adequate by many merchants, an increased number of cars may increase competition for those spaces. Increased traffic flow may also impact surrounding residential areas as well as pedestrians on the Avenue.

Building Owners. The financial impact of the C-31 zone on building owners will probably not be much greater than under existing conditions. Alterations, as guided by the design review criteria, would cost no more than under the current zoning, unless the owner

decides to do elaborate remodeling to fit in with the desired design character. Increased popularity may increase the value of the property and thus tax assessments could rise. The increase would almost certainly be passed on to the merchants in the form of higher rents.

Impacts to persons wishing to construct new buildings may be more severe. They will have their options with regard to parking, vehicular access, and types of activities narrowed and they will have to go through a process of design review. C-31, as viewed in the Piedmont Avenue area, involves a desire for preservation of existing structures and the neighborhood would like to see this aspect of C-31 promoted.

The financial impact would be greater to the owners of outdoor advertising facilities (billboards) on the Avenue. They will be losing the revenue they gain from these signs and will have to pay for their removal. Since there are currently only six billboards on the Avenue, the financial impact of this rezoning case will be substantially less than under the Rockridge C-31 rezoning.

The City of Oakland. Impacts to the City of Oakland should be overwhelmingly positive. Increases in sales will mean increased revenue from sales taxes. Since the new market should be primarily specialty goods serving a subregional type market, there should be an increase in revenues rather than a shift from one **area of Oakland** to another. Increased popularity may also increase property values, thereby increasing the City's revenues from property taxes. Costs to the City will probably come from increased police and parking surveillance. Increased use may work to force the City to take action on proposals to widen some sidewalks on Piedmont Avenue.

b. Impacts of Design Review. Enhancing the visual character of Piedmont Avenue should attract growing numbers of shoppers to the area. This will not only create a greater sales volume for the Avenue merchants, but it will also mean more money to the City through increased sales tax revenues as the number of out-of-town shoppers increases. As Avenue merchants realize the potential of design review, they should make greater efforts to support it by initiating their own site and building improvements, either individually or in cooperation with each other. However, it must always be remembered that design review guidelines (except for signs under C-31 regulations) do not compel

changes in existing properties. The guidelines only come into play when changes are made in existing properties or when new construction is proposed. Thus, design changes of an immediate and/or significant nature will only occur through self-improvement activities undertaken by the property owners themselves.

Action Programs

While the zoning and design review proposals adequately serve to implement many of the goals and policies of the business and commercial portion of the Plan, they do not directly address such others as the short-run physical state of the Avenue, pedestrian circulation, or the overall mix of commercial activity. The following proposals should serve to exemplify the scope and range of ideas which might be considered.

1. Continued Monitoring of Construction Activities

(See p. IV-24 of the Housing and Residential Density Element.)

2. Design Review Coordinating Committee

In order to insure that the design review guidelines are effectively yet sensitively applied, there is need for a local committee to review and comment on City Planning Commission decisions. This function might be carried out by the Committee mentioned in #1 above and on p. IV-24 of the Housing and Residential Density Element.

3. Facilitation of Pedestrian Circulation

(See page VI-6 of the Transportation Element.)

4. Street Tree Planting

(See p. VII-21 of the Community Services and Facilities Element.)

5. Street Furniture

There is a need on Piedmont Avenue to provide necessary street furniture, such as benches and waste receptacles, and to insure that their design characteristics are in harmony with each other and with the overall character of the Avenue. The Piedmont Avenue Merchants Association (PAMA) should coordinate this effort by establishing a design theme for street furniture, evaluating the needs along the Avenue for such items, and working to provide for those needs or to encourage individual businesses to do so.

6. Street Cleaning

A once-a-week night or early morning two-hour parking ban should be

instituted on the Avenue to facilitate proper cleaning by city street cleaning equipment.

7. Mix of Commercial Activities

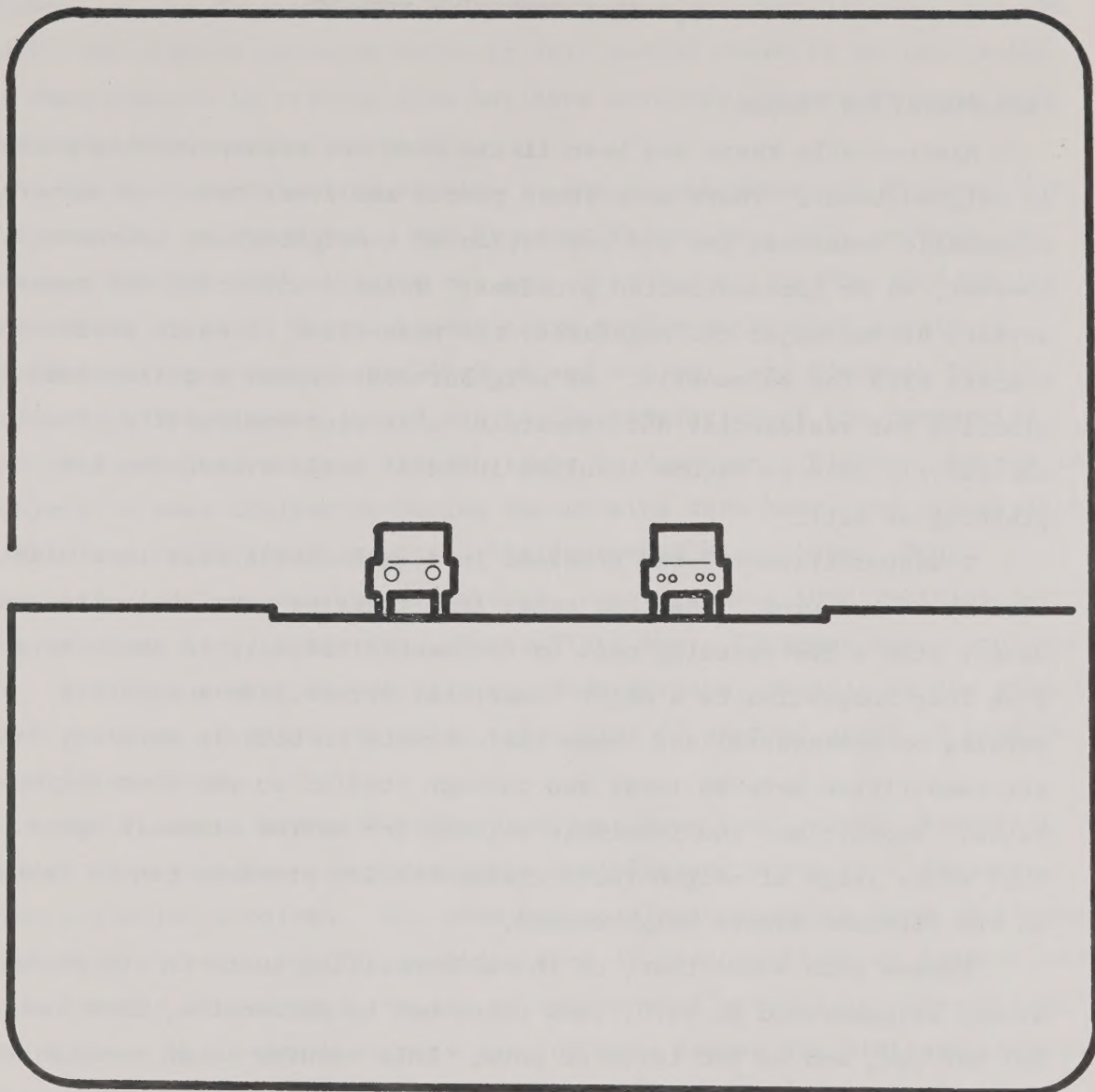
In order to continually insure an attractive mix of commercial activities, the PAMA should evaluate the present mix of activities, determine the kinds of activities which are absent, and actively seek to attract establishments which provide the types of goods and/or services which are unavailable or which might complement existing activities. This could be carried out by placing advertisements in Bay Area newspapers detailing which businesses are desired and what types of floor space are available or by providing local real estate agents with lists of desired businesses and urging them to give priority to these activities when space becomes available. Some of the activities suggested thus far are: bakeries, arts and crafts, gourmet and kitchen shops, art supplies, gift shops, ophthalmologists, ready-to-wear clothes, sporting goods, photographic supplies, quality restaurants and delicatessens.

8. Evaluation of Historical, Architectural and Aesthetic Qualities of Structures

As called for in the design review guidelines, the qualities of structures are to be taken into consideration when renovation or demolition is contemplated. To facilitate this evaluation a complete Avenue-wide building survey could possibly be done by students from either the California College of Arts and Crafts urban design classes or University of California architecture classes. Such work should be supported by PAMA and PANIL together and the results publicized.

9. Facade Beautification

As a demonstration project, facade beautification plans might be prepared for one structure or one full block face. Student designers or architects could be invited to develop such proposals. These proposals should be in character with the Avenue, include sketches as well as detailed estimates of labor and material costs, be low cost, and be seriously considered for implementation by the owner and/or occupants of the structure(s). Again, PAMA and PANIL should work together to coordinate this work.



TRANSPORTATION

VI. TRANSPORTATION ELEMENT

TRANSPORTATION ISSUES

Historically there has been little need for transportation planning in neighborhoods. There were fewer people and fewer cars. As general automobile ownership and the population of a neighborhood increase, however, so do transportation problems. Quiet residential and commercial streets become major thoroughfares; the pedestrian finds it harder to compete with the automobile. As neighborhoods become more involved in planning for residential and commercial character and density, they will necessarily have to become involved in local scale transportation planning as well.

Transportation-related problems in neighborhoods take in a wide variety of concerns. They can range from concerns over the noise and danger from a few speeding cars on residential streets to uncomfortable peak hour congestion on a major commercial street, from automobile parking on residential and commercial streets to bicycle parking, from the competition between local and through traffic to the competition between pedestrians and inanimate objects for narrow sidewalk space. This whole range of neighborhood transportation problems can be found in the Piedmont Avenue Neighborhood.

Census data shows that, of the 4300 dwelling units in the Piedmont Avenue Neighborhood in 1970, 1164 units had no automobile, 2219 had one, 667 had two, and 65 had three or more. This results in an average of .91 automobiles per unit. In 1975 there are 4840 dwelling units in the Neighborhood and, at .91 automobiles per unit, this means there are approximately 4404 cars, an increase of 17% since 1970. As the principal mode of transportation to work (in 1970) 65% of the residents used automobiles (9% as passengers), 20% used buses, 9% walked, 3% worked at home, and 2% used other modes (including bicycles). (BART was not yet in operation in 1970.)

Another source of data is the Oakland Traffic Engineering Department, which does street counts when it is necessary for their work and when investigating problem areas. This means that many of the major traffic streets in the Neighborhood have counts but several other key streets do not. In addition, counts for a street are usually made only once, and there is no way to judge variations during the week. The counts for

streets in the Piedmont Avenue Neighborhood were taken between 1967 and 1974. On streets measured early in this period there is no indication of what changes in traffic flow may have occurred. There is even less information on turning movements.

The most heavily used streets in the Neighborhood are Piedmont Ave., Harrison St., Oakland Ave., and Pleasant Valley Ave., all carrying an average of 5000-6000 vehicles per day according to Traffic Engineering Department counts. These streets carry particularly high levels of traffic during commute hours (7-9 am and 4-6 pm), and Piedmont Avenue has a high "background level" due to the popularity of the commercial district and its use as a through route to downtown. Piedmont Avenue is subject to some congestion during the evening rush hour, and pedestrians often find it difficult to cross the Avenue at busy times. Other basically local access/egress streets carrying over 1000 vehicles per day are Howe Ave., Linda Ave., Monte Vista Ave., Ridgeway Ave., and 41st St. The high number of vehicles on these streets, as well as the associated problems of speed and noise, give rise to another group of traffic related problems.

The Piedmont Avenue Neighborhood does have some street characteristics that residents consider quite positive and serve to eliminate some potential problems. The area has an almost complete lack of through east-west streets; traffic must jog when it reaches Piedmont Avenue, and this greatly discourages the use of residential streets as through traffic corridors. North-south streets east of Howe Avenue are similarly limited for through traffic. Other north-south streets--particularly Piedmont Ave., Howe Ave., Oakland Ave., Harrison St., and the only through east-west street, Pleasant Valley Ave.--however, are subject to through traffic use, as well as accomodating local traffic.

Due to the number of senior citizens and young people in the Neighborhood, there is a strong need and desire for non-automobile transportation. The interior area is served by four local and one trans-bay bus lines and border streets (Broadway and MacArthur Blvd.) are served by an additional four local lines. In addition, there are many residents, including a number of commuters, who rely on bicycles as a primary mode of transportation.

Walking is the primary mode of transportation within the Piedmont Avenue commercial district. Ironically, Piedmont Avenue is also the most

inadequate street in the Neighborhood for being able to deal with pedestrian traffic. Sidewalks in the residential portion of the Neighborhood range from 10 to 18 feet. On Piedmont Avenue, however, they are seven feet wide (property line to curb line width), according to Traffic Engineering Department maps. In actuality the width on Piedmont Avenue varies from seven feet between Monte Vista Ave. and 41st St. on the east side of Piedmont Avenue to 10-12 feet on the parts of Piedmont Avenue north of 41st St on the west side and Glenwood Ave. on the east side. (The differences are mainly due to differences in building setbacks.) It is particularly crucial to note that the sidewalks are the narrowest precisely where they should be the widest-- from Linda Ave. to Monte Vista Ave. This is the focus of the majority of the pedestrian shopping and the walking traffic generated by the three senior citizens homes directly to the west of this area.

In addition to the small width, there are several obstacles that take up room on sidewalks that could otherwise be used by pedestrians. Parking meters are placed approximately 15 inches in from the curb; the street trees chosen for Piedmont Avenue are shrubs that are one to two feet wide at the bottom; street lights and traffic signal standards take up about two feet. Assuming pedestrians desire at least a six inch clearance from adjacent buildings, this leaves only five feet of useable sidewalk space on the narrowest sidewalks on Piedmont Avenue.

TRANSPORTATION GOALS

1. Facilitate a smoother flow of traffic on Piedmont Avenue.
2. Work with Kaiser Hospital to improve the parking conditions and clarify directions for Kaiser patients.
3. Eliminate the traffic hazards at the Post Office, in particular the poor location of drop boxes and design of parking lot.
4. Discourage commuter traffic through the Neighborhood.
5. Make parking on Piedmont Avenue compatible with the desires of the business community as much as possible.
6. Any future increase in residential density must include adequate off-street parking for residents and visitors.
7. Evaluate the use of parking meters and time zones in the Neighborhood, in particular meters in residential areas.
8. Reduce traffic noise.

9. Encourage walking as a form of transportation in the Neighborhood, with an emphasis on safety and flow.
10. Eliminate blind intersections, speeding, hazardous bus stops, and other traffic dangers.
11. Study the problems of special groups in order to insure safe and adequate transportation and street crossings. Some special groups are senior citizens, children, and the handicapped.
12. Work with AC Transit to improve bus connections to BART and Berkeley, and to study bus stop locations and layover (end of line) stops.
13. Encourage non-auto modes of travel, especially public transit and bicycles.
14. Establish bike routes where feasible.

TRANSPORTATION POLICIES

1. Pedestrian Traffic

- a. In order to improve the pedestrian traffic flow on Piedmont Avenue, obstacles (trees, parking meters, etc.) should be eliminated where necessary to provide 7 feet of unobstructed sidewalk width. In the event of a major reconstruction of Piedmont Avenue, a 12 foot minimum sidewalk width is recommended.
- b. Pedestrian amenities, such as trees, paper vending machines, benches, etc., are encouraged, but should be carefully placed so as not to create obstructions to pedestrian traffic.
- c. Complete sidewalks on Pleasant Valley Ave. between Montgomery St. and Gilbert St.
- d. Provide wheelchair ramps or curb cuts on all corners of Piedmont Avenue, in the Kaiser area, in the vicinity of elderly housing facilities, and whenever new sidewalks are constructed.
- e. Investigate eliminating parking meters in favor of time zones where sidewalks are narrow, e.g. from Monte Vista to Linda on Piedmont Avenue, to provide more unobstructed sidewalk space.
- f. Investigate the adequacy of school crossing guards on Piedmont Avenue, Echo, and Howe.

2. Buses

- a. Work with AC Transit to extend the No. 12 bus line from Piedmont Avenue to the MacArthur BART Station. This extension will also improve connections with Broadway and Telegraph bus lines.

- b. Advocate extension of the "Pill Hill" shuttle bus route to Piedmont Gardens and Satellite Homes, with buses adapted for wheelchair bound persons.
- c. Encourage, where economically feasible, increasing frequency of bus service.
- d. Investigate all bus stops and layover and transfer points to see if relocation is needed.

3. Bicycles

- a. Eliminate obstacles and hazards to bicycles, such as storm drain grates, pot holes, etc.
- b. Provide well designed bicycle parking (racks and lockers) in the Piedmont Avenue Business District and at MacArthur BART Station.
- c. Encourage bike routes through the Neighborhood where feasible.

4. Auto Traffic Flow

- a. Put stop/yield signs where needed, for example: Montgomery at 41st, Mather at Montgomery, Linda at Rose.
- b. Request the enforcement of speed limits on Linda, Monte Vista, and Piedmont Avenue.
- c. Eliminate U-turns on Piedmont Avenue at Glenwood (Fenton's) to prevent traffic congestion and the blocking of Glenwood.
- d. If a park or natural area is established on Glen Echo Creek a traffic diverter or other means should be used to slow traffic on Monte Vista.
- e. Reclassify Monte Vista from a collector to a local street.
- f. At our local Post Office we advocate better placement of present drop boxes and the establishment of a drop box across the street in a drive-through island arrangement.
- g. Investigate placement of left-turn lanes on Piedmont Avenue for turns onto Monte Vista, Linda, Ridgeway, and Glen.
- h. Investigate traffic problems in the MacArthur/Piedmont/Howe/Broadway area including problems created by Kaiser parking, passenger unloading on Howe St., and left turn movements.

5. Auto Parking

- a. Encourage changes in zoning on Piedmont Avenue from C-30 to C-31 (or a similar zone) in order to prohibit further off-street parking, driveways, or auto-related businesses.

- b. Ensure that any future increase in residential density, such as house conversions, include sufficient off-street parking. It is our intention that front yards not be used for parking.

6. Traffic Noise

- a. Request the enforcement of traffic noise laws.
- b. Encourage the planting of trees as noise buffers.

IMPLEMENTATION

Pedestrian Traffic

Among PANIL's transportation goals is to "encourage walking as a form of transportation in the Neighborhood, with an emphasis on safety and flow." This involves improving the pedestrian traffic flow, particularly on Piedmont Avenue, and promoting pedestrian safety at street crossings and on the sidewalks.

1. Widening Sidewalks.

It is PANIL's policy that there be an unobstructed width of at least seven on all sidewalks on Piedmont Avenue, and , in the event of major reconstruction, that this width be increased to 12 feet. Widening the sidewalks is not , however, a simple matter. It is an expensive process, often requiring the recrowning of the entire street width. Thus, several other options to major street reconstruction can be proposed to accomplish the same goal--seven feet or more of unobstructed sidewalk space:

(1) Removal of offending obstacles, such as street trees, parking meters, signs, and other obstructions near the curb. Light and traffic signal standards probably could not be moved and would have to remain in the way. Parking meters could be replaced with signs deliniating a one or two hour time zone. These time zones would probably not bring in as much net revenue to the City as do meters, and parking turnover in the area would not be as rapid. This solution would still leave sign poles in the way and would make no accomodation for street trees.

(2) Moving obstacles into the street. This is not as whimsical a suggestion as it may appear. It would involve building another curb two feet or so from the existing curb (see Fig. VI-1), and placing parking meters, trees, signs, newsracks, etc. in the new two feet. Again, street light and traffic signal standards can be considered immovable and must

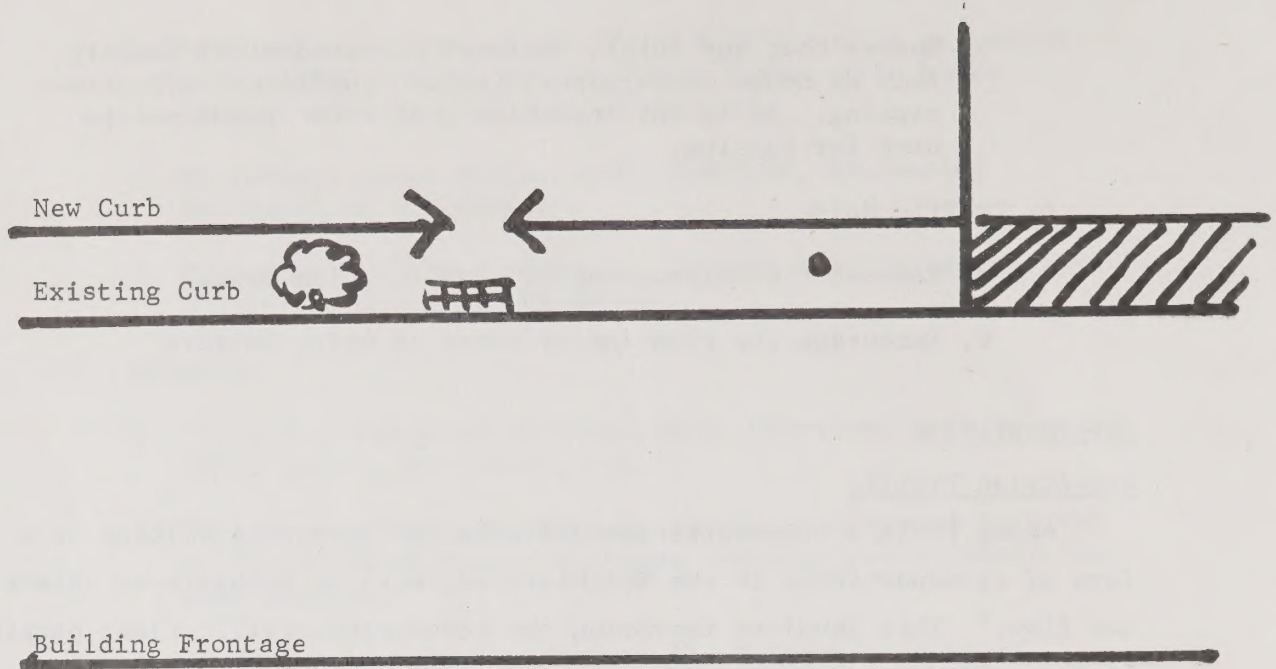


Fig. VI-1. Creating more sidewalk space by building new curb and moving trees, parking meters, etc. to the new space.
Scale: 1"=4'.

KEY



Ramps at crosswalks



Openings in curbs to allow water to reach storm drains



Storm drain



Parking meter



Street tree

remain obstructions. This appears to be a relatively inexpensive solution to the problem and meets many of the problems cited by the various City departments (eg, drainage cuts allowing storm water to reach storm drains without having to move the drains or recrown the street).

(3) Add a piece to the existing sidewalk. This involves adding a segment to the sidewalk but making use of the existing storm drains by complementary sloping of the added segment (Fig. VI-2). This type of sidewalk widening is the type used on the Washington Street mall in downtown Oakland. The drains in the middle of the sidewalks caused problems for those wearing very small ("spike") heels, but a smaller grate could be used. Parking meters, street trees, etc. would be moved to the new curb line. Light standards could also be moved or else remain in the middle of the sidewalk.

If the whole sidewalk cannot be widened in this fashion, another option would be to widen just the ends of the block (See Fig. VI-3). This was recently done on Solano Avenue in Albany. Although not providing increased width along the whole sidewalk length, it does provide extra space to accomodate bus benches, news racks, and trees.

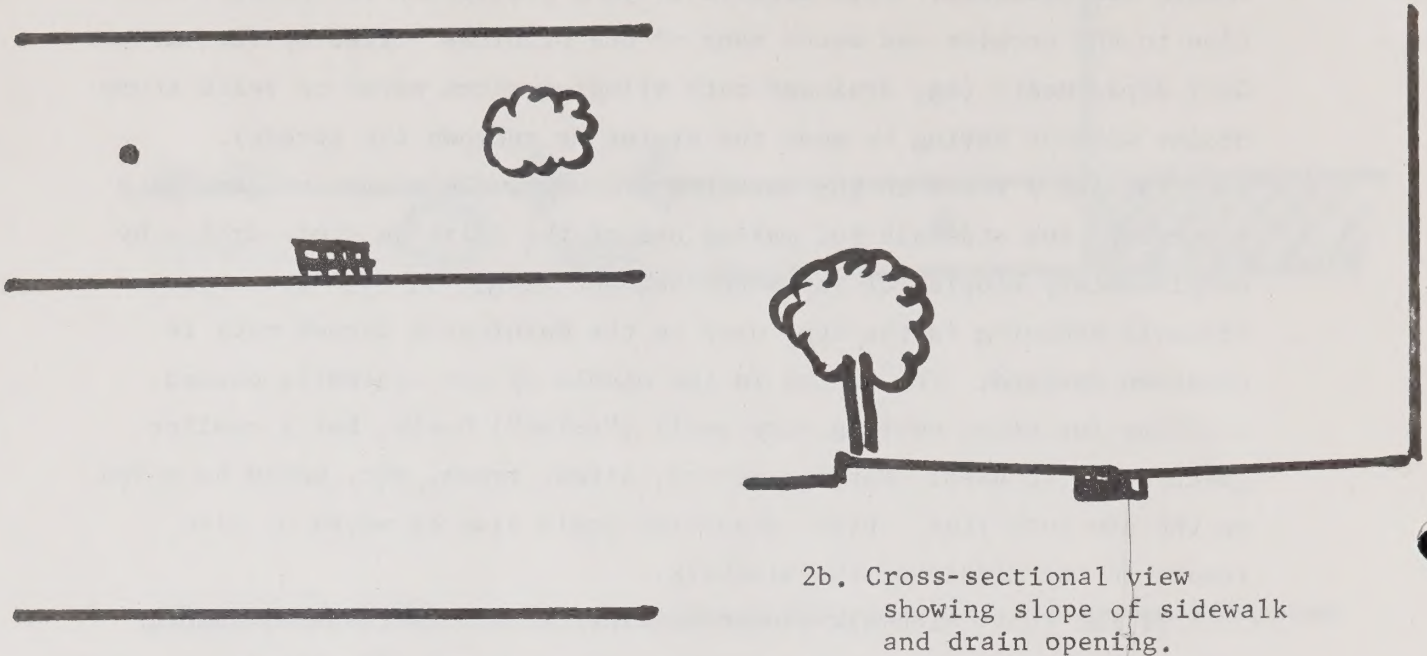
(4) Build a new sidewalk. This is the most expensive option because it would require a reconstruction of the entire street. The street would have to be recrowned for new drainage to prevent flooding during storms. During reconstruction, light standards and traffic signals as well as parking meters and trees, could be moved to the new curb.

Some problems could result from a decision to extend sidewalks to a width of 12 feet. In the central portion of the Avenue, near 41st Street where both pedestrian and auto traffic is the most congested, the street width would be reduced to 41 feet. With 16 feet required for parallel parking (two eight foot parking lanes), there would be 13 feet left for each traffic direction. This would have the effect of slowing traffic and increasing congestion.

2. Financing of Proposed Changes

Two methods of financing the widening of sidewalks have been suggested. The first is the use of parking meter revenues. According to the Traffic Engineering Department this is not possible. Half of the meter revenues in the Piedmont Avenue district go to the City's general fund; the other half go to an off-street parking fund for the district. For the next ten to fifteen years this fund will be paying off the bond

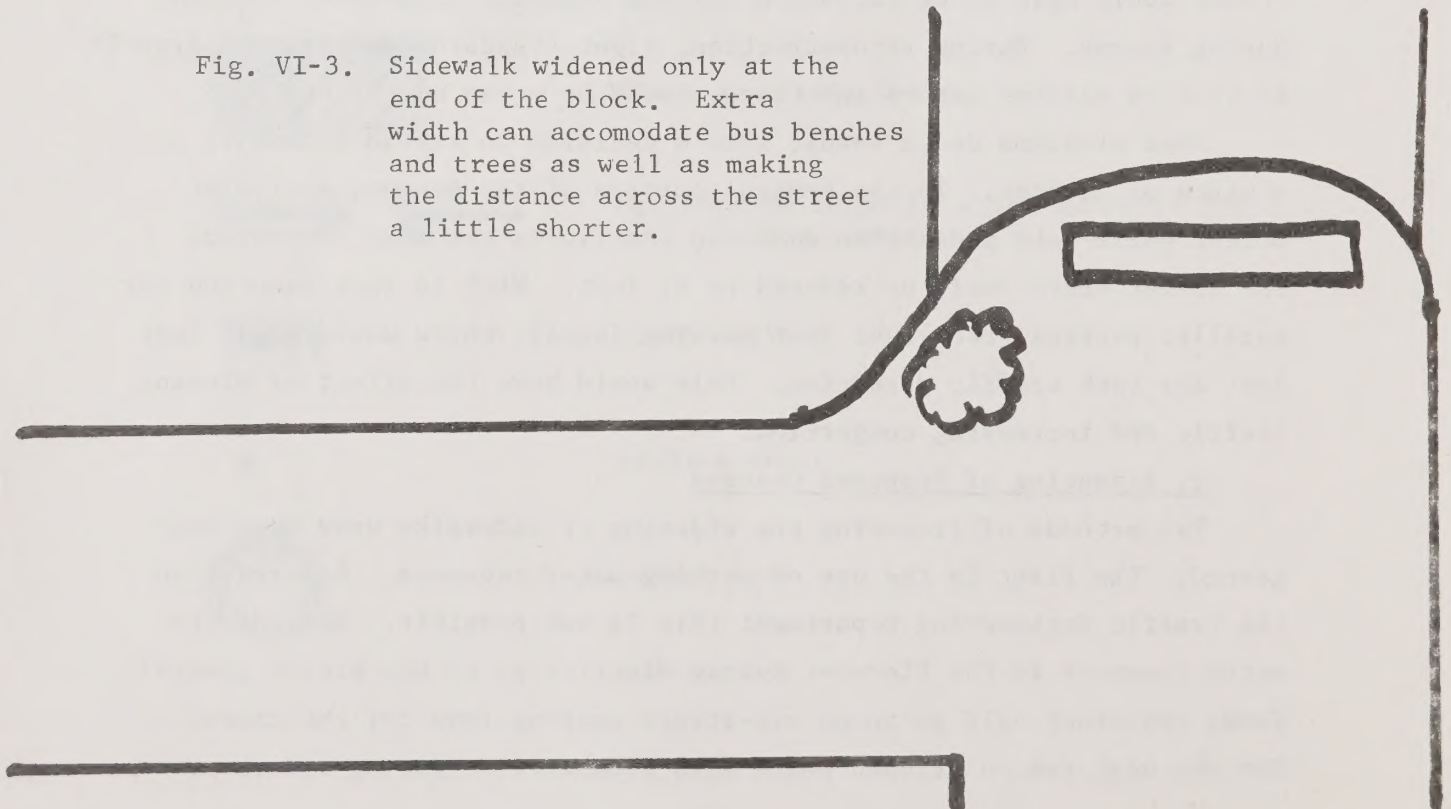
Fig. VI-2. Widening sidewalk by addition of an extra segment. Scale 1"=4'



2b. Cross-sectional view
showing slope of sidewalk
and drain opening.

2a. View from above.

Fig. VI-3. Sidewalk widened only at the end of the block. Extra width can accommodate bus benches and trees as well as making the distance across the street a little shorter.



used to finance the construction of the parking lot west of Piedmont Avenue between 40th and 41st Streets. By law the off-street parking fund cannot be used for anything but parking, even after the bond is paid off.

A second method of financing the sidewalk widening is to set up an assessment district. Those who benefit from the project are charged for the improvement through an increase in property taxes. Who the beneficiaries are would have to be determined--it could be those merchants fronting on the improved sidewalk, all the merchants along the Avenue, or the entire Neighborhood. Improvement can begin only after the project is approved by the majority of the beneficiaries. The exact tax increase would depend on the number of properties assessed for the increase and the cost of the improvement scheme chosen.

3. Other Sidewalk Improvements

PANIL also requests that the sidewalks on Pleasant Valley Avenue between Montgomery Street and Gilbert Street be completed where they currently are unpaved. To this end, PANIL should send a letter to the Streets and Engineering Department requesting completion. The letter should state specifically where the sidewalks are currently unpaved, and the letter should be signed by as many residents of the area as possible.

To get curb cuts put into sidewalks PANIL should contact the Streets and Engineering Department. The places where cuts are desired (such as on Piedmont Avenue and in the vicinity of housing for the elderly) should be specifically stated. Residents of Piedmont Gardens and the Satelite Homes should be asked to sign the letter. The City currently has a policy of providing curb cuts and/or ramps where requested. Letters should be sent to Mr. Harry Montgomery of the Streets and Engineering Department.

4. Safety

In addition to improving pedestrian traffic flow, there is also concern that pedestrian safety be increased, particularly at street crossings. There are two groups that are particularly affected-- young children and senior citizens. It is essential that traffic guards be on duty in the vicinity of Piedmont Avenue School (including on Howe Street) whenever children are coming to or leaving school. This situation should be investigated to insure that guards are available at all

pertinent times and for a sufficient amount of time. If deficiencies are found, PANIL should contact the school with regard to the problem.

Senior citizens present a different problem since crossing guards cannot reasonably be present at every place they cross and guards may be considered an insult. Motorists need to be aware that there are many pedestrians crossing the street and that some may be slower and less agile than others. One solution might be to post signs, similar to "Caution--Children at Play", saying something like "Caution--Senior Citizens Crossing". If the City does not wish to be quite so innovative, simple "Pedestrian Crossing" signs could be posted and/or the crosswalks could be painted yellow.

Public Transportation

Public transportation within the Neighborhood is generally well provided by AC Transit. Two areas for improvement of general bus service have been identified. One is to improve access from the Neighborhood to the MacArthur BART Station and the other is to increase the frequency of buses serving the Neighborhood. Suggestions also have been made to include the Neighborhood's senior citizens homes in the route of the new "Pill Hill Shuttle".

PANIL suggests that the route of the number 12 bus line be changed. Currently its layover point is on Piedmont Avenue at 41st Street. PANIL proposes that the layover point be moved to the MacArthur BART Station. The trans-bay "C" bus is now the only direct access to the BART Station and Telegraph Avenue from the Neighborhood; it runs twice an hour during non-commute hours. Rerouting the "12" to the BART Station would provide an additional two runs per hour. To propose this route extension PANIL should send a letter specifically stating the request and reasons for it to Mr. Warren E. Robinson of AC Transit's Scheduling Department. Bus routes cannot be changed or extended without the approval of the AC Transit Board of Directors. The extension would involve additional costs to AC Transit due to increased route mileage and the possible necessity of adding an additional coach and driver to the route. Requests for an extension will be viewed in this light.

The same process applies for requests to increase the frequency of existing routes. A letter to the Scheduling Department stating the request should indicate the lines and the time periods to be increased.

The same financial constraints apply to these changes.

PANIL has suggested that "Pill Hill Shuttle" service be extended in the Neighborhood. Recently AC Transit instituted a change in their 59/76 bus route so that it loops through the Pill Hill medical facility area on its way from Piedmont Avenue to downtown Oakland via Broadway. In order to propose changes in the routing to include Piedmont Gardens and the Satelite Homes or changes in the type of bus provided for the route, PANIL should contact AC Transit's Scheduling Department.

Bicycles

The large number of bicyclists in the Neighborhood find the area quite favorable to cycles. On most streets preferred by bicyclists there are relatively few cars, wide streets, and gentle hills. Some problems have been identified in the area, however.

Pot holes and storm drain grates present hazards to the bicycle rider. The Streets and Engineering Department is responsible for the correction of these problems. This Department should be informed, in writing, where pot hole problems exist and they will send a crew out to repair them. Storm drains are a more expensive repair. The City, however, is obligated to make these repairs (as a result of a suit by a cyclist who got caught in a drain grating). While there are many drains needing repair, the City has only limited funds, so not every request can be acted on. Other options are to have a group such as the East Bay Bike Coalition submit a list, in priority order, of grates to be repaired throughout the City or to contact sympathetic City staff. The latter may result in faster results for this specific area; the former may improve the safety of bike riding throughout the entire City.

Adequate bicycle parking is also a problem. Bicycle riding users of BART feel that bicycle parking at the MacArthur BART Station is inadequate; thefts of parts and cycles is an all too common occurrence. The style of bike lockers used in BART Stations from Lake Merrit to Fremont has proven effective and PANIL has suggested advocating the same type of lockers for the MacArthur BART Station. To contact BART regarding support of lockers, write to Ms. Barbara Neustadter, BART General Offices, 800 Madison St., Oakland. For information on the lockers themselves contact the manufacturer: Bike Lockers Ltd. (Mr. Don Reynolds), P.O. Box 798, North Highlands, California 95660.

Bicycle parking also is inadequate on Piedmont Avenue. Bike lockers, such as those proposed for the MacArthur BART Station, are expensive (\$270 for two lockers holding 2-4 bikes) and thus would probably not prove cost-effective for short-term, high-turnover shopper parking. Effectively designed bike racks are a better alternative. For an effectiveness and cost comparison of various types of bike racks, interested members of PANIL should contact Officer Teale of the U.C. Berkeley Campus Police (642-6760).

The City currently does not have a policy of designating bike routes (except around Lake Merrit). To work on getting designated bike routes within the Neighborhood, interested persons should contact the East Bay Bike Coalition. They are currently considering a bike route from Berkeley to Lake Merrit that would pass through the Neighborhood.

Automobile Traffic Flow

Several traffic flow problems have been identified in the Neighborhood. Direct action can be taken on them as follows:

(1) The Oakland Traffic Engineering Department will install stop and yield signs where requested if the location meets certain criteria. When a request is made, the Department takes a traffic count at the intersection in question. If there are 200 or more cars on the major street of the intersection during any four hour period, a stop sign may be installed on the cross street(s). If there are 100 or more cars on the major street during a four hour period, a yield sign may be installed on the cross street. For intersections in need of controls, a letter should be sent to the Traffic Engineering Department requesting action.

(2) A request should be placed with Alex Zuckermann of the Oakland City Planning Department to have Monte Vista Avenue reclassified from a "collector street" to a local street to discourage its use as a through street. This should be done soon, before the City's Transportation Element of the General Plan reaches its final form.

(3) In the event that a recreation area (park) is established adjacent to Glen Echo Creek, there is a need to slow traffic on Monte Vista Avenue. Several options have been suggested:

(a) Place speed bumps and signs warning traffic to slow. The bumps and signs could be placed an adequate distance from the park site to allow traffic sufficient time to slow. This is the least expensive of

the proposed options.

(b) Put a curve in the street. This could be done by eliminating parking and widening sidewalks (See Fig. VI-4). A sign would also have to be posted to warn motorists of the new curve.

(c) Divert the downhill (westbound) traffic at Fairmont Avenue. Traffic could be rerouted to Yosemite Avenue, the first through westbound street (see Fig. VI-5). Eastbound (uphill) traffic would not be rerouted and the street would remain two-way. There is a potential problem with this solution since Fairmont and Yosemite Avenues are relatively narrow streets (30-36 feet wide). The addition of westbound traffic from Monte Vista would greatly increase the number of cars using these streets and, particularly on Yosemite, could have a disruptive effect on the residential area.

(d) Dead end Monte Vista from both directions. This could be done before or after Wilda Avenue and the only automobile access to the park would be from Piedmont Avenue. Traffic using Monte Vista would be forced to use Fairmont or Linda Avenues.

(4) Traffic problems have been identified at the local post office located on 41st Street between Montgomery and Howe Streets. The primary source of the problems appears to be poor placement of the mail drop boxes, which causes stalled traffic and numerous U-turns. Several possible actions aimed at improving the situation have been suggested by PANIL. First, the existing drop boxes, currently located at a mid-block location in front of the post office, should be moved to a location near the corner. Traffic is currently forced to leave the traffic lane, pull over to the curb to deposit mail, and return to the stream of traffic flow. (Westbound flow on 41st Street averages 146 vehicles per hour during the hours of operation of the post office). Relocating the drop box closer to the corner of 41st and Howe Streets may make this reintegration of traffic flow easier. In order to eliminate the problems caused by eastbound traffic making U-turns to reach the drop box, it is proposed that a second drop box be located on the north side of 41st Street to serve eastbound traffic. A suggestion has been made that this new drop box be placed on an island-type arrangement so that it is easily accessible to those depositing mail and has less adverse effect on traffic flow.

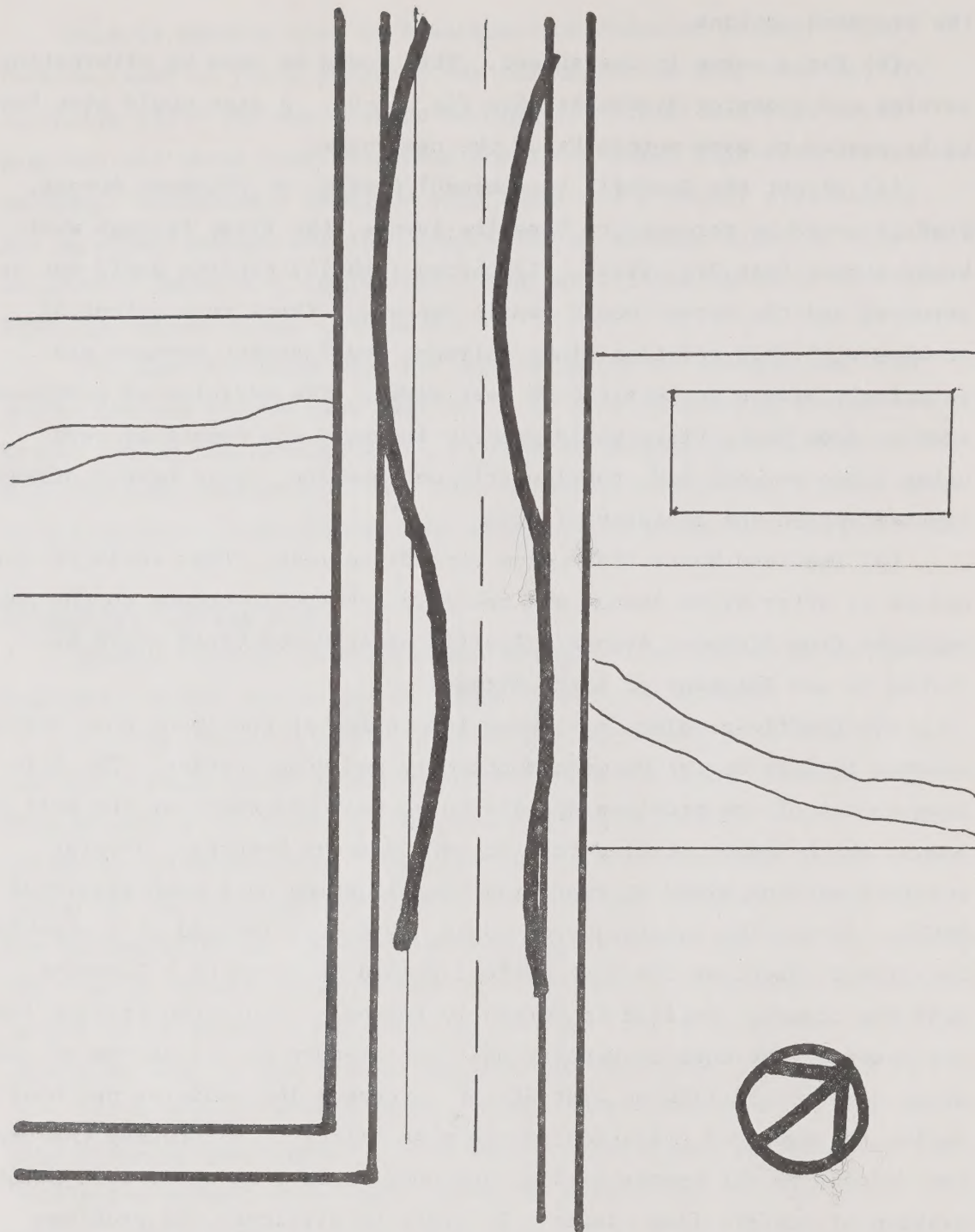


Fig. VI-4. Proposal for creating curve in Monte Vista Avenue to slow traffic in the vicinity of the proposed creek park. Proposal is superimposed on the existing conditions (including parking lane on south side and center line).

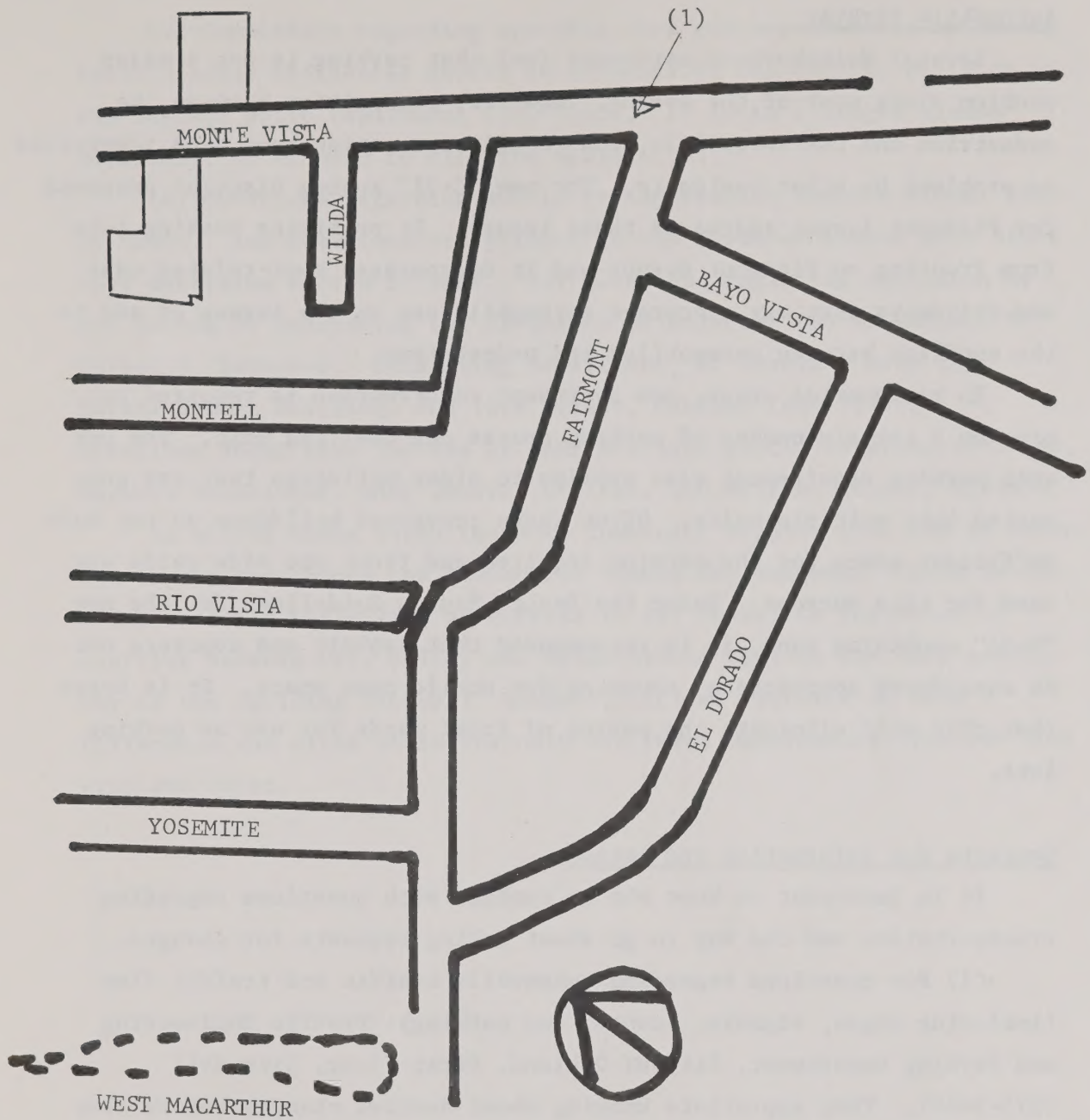


Fig. VI-5. Street pattern near the proposed creek park site. If diverter (1) is placed at the intersection of Monte Vista and Fairmont, west-bound traffic will be forced on to Yosemite or West MacArthur.

Automobile Parking

Several Neighborhood merchants feel that parking is not a major problem along most of the Avenue. However, competition between the pedestrian and the automobile, and traffic congestion have been identified as problems by other residents. The new "C-31" zoning district proposed for Piedmont Avenue addresses these issues. It prohibits parking lots from fronting on Piedmont Avenue and it discourages auto-related uses and driveways that may encourage automobile use on the Avenue or add to the conflict between automobiles and pedestrians.

In residential areas, new apartment construction is required to provide a certain number of parking spaces per dwelling unit. The per unit parking requirement also applies to older buildings that are converted into multiple units. Often these converted buildings do not have sufficient space for the parking required and front and side yards are used for this purpose. Under the Design Review Guidelines for the new "S-11" combining zone, it is recommended that asphalt and concrete not be considered appropriate covering for public open space. It is hoped that this will eliminate the paving of front yards for use as parking lots.

Contacts for Information and Action

It is important to know who to contact with questions regarding transportation and the way to go about making requests for changes.

(1) For questions regarding automobile traffic and traffic flow (including signs, signals, counts, and parking): Traffic Engineering and Parking Department, City of Oakland, First Floor, City Hall (273-3466). They appreciate knowing about desired changes before they are officially proposed. The process should begin with an informal phone call and then a letter of inquiry. It is helpful to be as specific as possible about what is wanted and why. Questions regarding parking meters and meter revenues should be addressed specifically to the City Parking Commission.

(2) Questions regarding the streets and sidewalks (that is, the physical objects themselves, not their use) should be directed to the Streets and Engineering Department, City of Oakland, Eighth Floor, City Hall (273-3871). It is important to know exactly what is wanted and why.

(3) Complaints regarding speeding cars and repeated violations of traffic noise ordinances should be directed to the Traffic Division of the Oakland Police Department (273-3155). If it is a single random occurrence, it is hard to cite the violator.

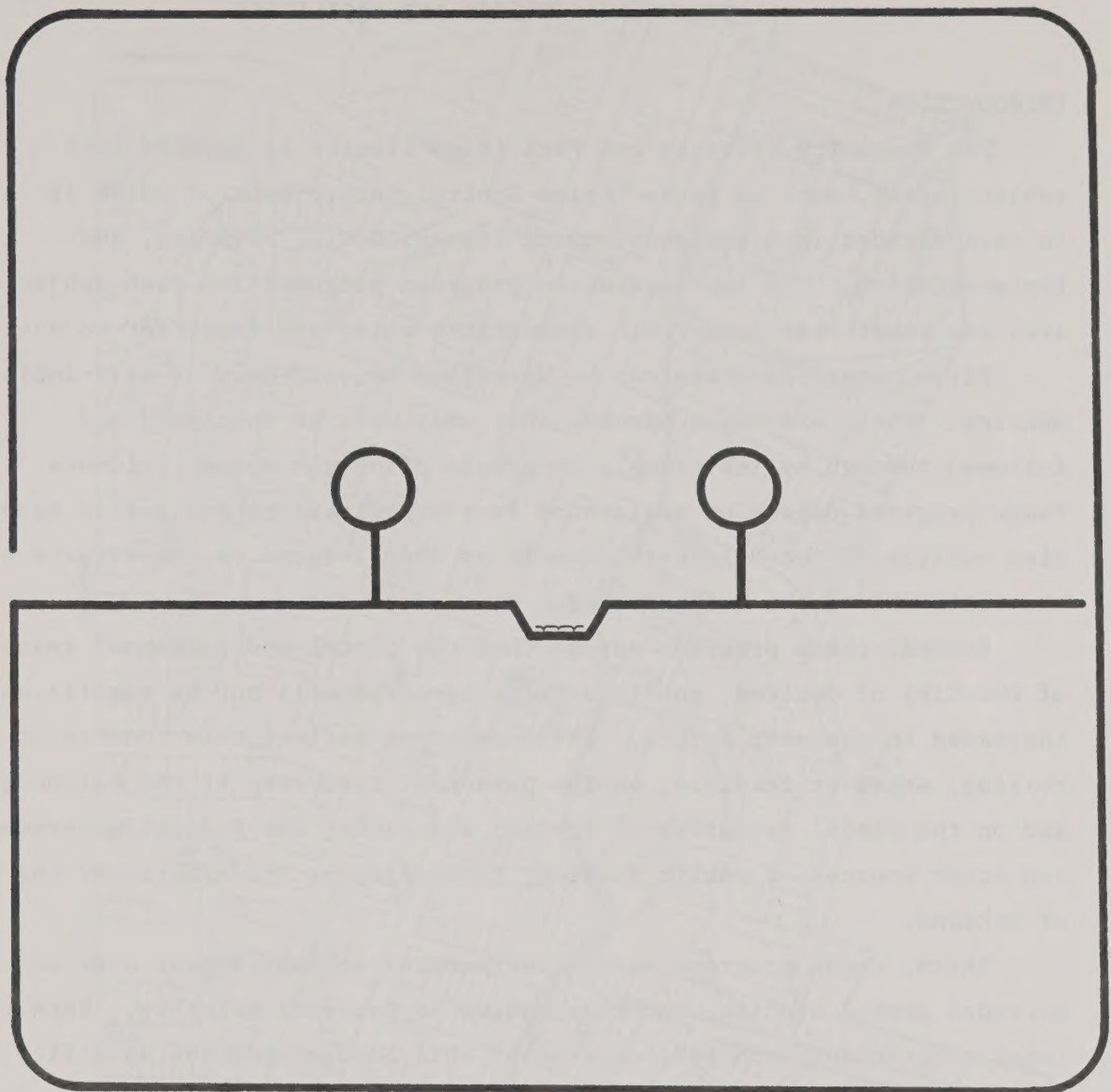
(4) Questions regarding public transportation concern either BART or buses. Bus questions are primary in the Piedmont Avenue area since they determine access to BART. For questions regarding extension of bus routes or increasing the frequency of existing routes contact Mr. Warren E. Robinson, Scheduling Department, AC Transit, Room 220, Latham Square Building, 508 16th Street, Oakland (654-7878). Questions about bike lockers at BART Stations should be directed to Ms. Barbara Neustadter, BART General Offices, 800 Madison Street, Oakland.

In all of these cases the more community support that can be shown for a proposed change the better the chance for success. (This is not meant to imply there will be success in all cases; in instances of conflict between City policy and Neighborhood desires the City policy may be the deciding factor.) However, citizen requests do make a difference and often it is the only way these departments find out that problems exist.

COMMUNITY SERVICES
and FACILITIES

The first thing I noticed when I stepped out of the car was the cold. It was a sharp contrast to the warm blanket of the car. I looked up at the sky, which was a pale, hazy blue. The air was crisp and clean, a welcome change from the stuffy interior of the car. I took a deep breath, feeling the cool air fill my lungs. The sun was just beginning to rise, casting a soft, golden glow over the landscape. The trees were bare, their branches reaching out like skeletal fingers against the sky. The ground was covered in a thin layer of frost, glistening in the early morning light. I walked slowly, my boots crunching on the frost. The silence was profound, broken only by the occasional rustle of leaves or the distant call of a bird. I felt a sense of peace and solitude, a moment of quiet reflection in the midst of a new day.

I continued my walk, the cold air still clinging to my skin. The landscape was a mix of open fields and clusters of trees. In the distance, a small town was visible, its buildings huddled together. The air was still, and the light was soft, creating a serene atmosphere. I felt a sense of wonder at the beauty of the world, even in its quietest moments. The frost on the ground was a delicate touch, adding to the overall beauty of the scene. I walked on, my mind wandering to the possibilities of the day ahead. The cold was a challenge, but it was also a reminder of the resilience of the human spirit. I felt a sense of purpose, a drive to move forward despite the challenges I might face. The world was full of potential, and I was determined to make the most of it.



COMMUNITY SERVICES and FACILITIES

VII COMMUNITY SERVICES AND FACILITIES

INTRODUCTION

The Community Services and Facilities Element is divided into subject areas, such as Parks, Crime Control, etc., each of which is in turn divided into the sections of Issues, Goals, Policies, and Implementation. The implementation programs proposed for each subject area are predicated on certain assumptions which are important to note.

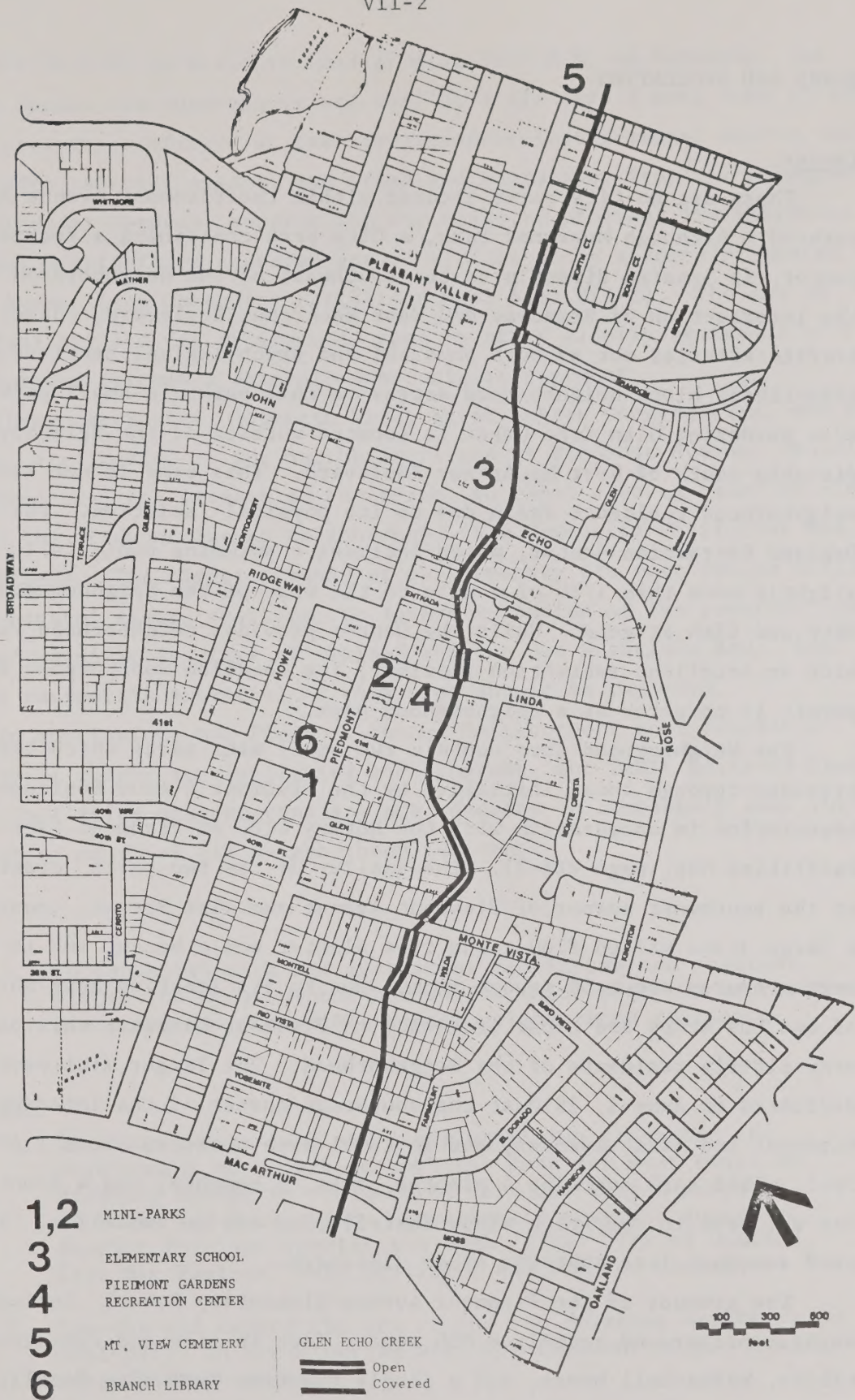
First, these programs can be described as self-help or self-implementing. Their execution assumes that they will be initiated and followed through by individuals or groups of neighborhood residents. These programs depend on assistance from organizations and public agencies outside of the Neighborhood only as they respond to the efforts of the residents of the Neighborhood.

Second, these programs assume that the fiscal and personnel resources of the City of Oakland public service agencies will not be significantly increased in the near future. These programs reflect this constraint by relying, wherever feasible, on the personnel resources of the Neighborhood, and on the fiscal resources of special districts, the Federal government, and other sources of public funding, to supplement the efforts of the City of Oakland.

Third, these programs assume incremental accomplishment over an extended period of time, and they assume no internal priority. Both the total program for each subject area of this Element and the specific components of each program can be accomplished individually and in almost any order. Priority ordering of these programs will be at the discretion of the Neighborhood.

In sum, the implementation of this Element will depend on the energy, dedication, and leadership of Neighborhood residents as we attempt to upgrade and improve the quality of the community facilities and services in our Neighborhood.

NOTE: Names and phone numbers of persons who may be helpful in implementing sections of this Element are contained in Appendix IIIA.



COMMUNITY FACILITIES

**PIEDMONT AVENUE
 NEIGHBORHOOD STUDY**

prepared
 for
 PANIL
 MAY 1975



PARKS AND RECREATION

Issues

There are no City parks located within the Piedmont Avenue Neighborhood. Although Mosswood Park, a City park containing a recreation center, is located directly to the southwest of the Neighborhood at the intersection of Broadway and West MacArthur Boulevard, these two traffic arteries act as both physical and psychological barriers which effectively block neighborhood access to this park. A small park-like area bordering Glen Echo Creek is located outside of the Neighborhood directly south of West MacArthur Boulevard. This area is not used by neighborhood residents again due to its physical isolation. The North Oakland Recreation Center, which includes a swimming pool, is located slightly more than 1/10 of a mile to the west of the Neighborhood between 44th and 45th Streets. While the Center provides neighborhood residents with an excellent recreation facility, its location and purpose do not permit it to serve as a neighborhood park.

The Neighborhood does contain two small mini-parks which have been provided through local initiative by the Piedmont Avenue Business Women's Association in cooperation with the Rotary Club of Piedmont (see Community Facilities Map, page VII-2). The smaller of the two parks, created in 1973 at the southwest corner of Piedmont Avenue and 41st Street, consists of a large stone walled flower and tree planter and a bench, and in total area measures about 50 square feet. Due to its location near the activity of two bus stops and close proximity to Piedmont Gardens, this park attracts many elderly residents of the Neighborhood. The larger mini-park was dedicated on June 5, 1970 at the southeast corner of the intersection of Piedmont and Linda Avenues, and in total area measures about 1,400 square feet. This park contains 4 planter boxes, 6 benches, and a fountain which has not been in operation since installation due to vandalism. It is used somewhat less than the other mini-park.

The grounds of the Piedmont Avenue Elementary School include an asphalt playground roughly 6,000 square feet in size and containing picnic tables, basketball hoops, and a jungle gym (see Community Facilities Map, page VII-2). This facility is programmed extensively throughout the year by the City of Oakland Department of Parks and Recreation. During the school year two playground supervisors are available at the playground

from 3-5:00 P.M. on weekdays, and from 12-5:00 P.M. on Saturday. In summer months two supervisors are available six days a week from 10-6:00 P.M. Activities offered at the playground include seasonal sports, arts and crafts, special events, and trips and tours away from the playground.

Piedmont Gardens, housing for the elderly, provides its residents with recreation activities centered around a three story structure located on Linda Avenue (see Community Facilities Map, page VII-2). The use of this facility and its programs is open to other elderly residents of the Neighborhood through a special membership arrangement.

Three cemeteries, Mountain View, First Hebrew Congregation, and Saint Mary's, are located at the northeastern end of Piedmont Avenue. Mountain View Cemetery, the largest of the three, in total area is equal to almost 3/4 of the Piedmont Avenue Neighborhood (see Community Facilities Map, page VII-2). The higher grounds of the cemetery are open spaces still in their natural state, awaiting the future expansion of the cemetery, and command magnificent views of Oakland and the San Francisco Bay. The public recreation potential of this area should be explored.

In conclusion, the Piedmont Avenue Neighborhood does contain a variety of recreation facilities and programs, but PANIL believes that these facilities and programs are not adequate to completely meet the recreation needs of all neighborhood residents.

Goal

1. To establish park and recreation facilities and programs within the Neighborhood boundaries which meet the recreation needs and are accessible to all neighborhood residents.

Policies

1. Seek out vacant land and other promising sites for the development of a park on both the East and West sides of Piedmont Avenue in conjunction with the City Department of Parks and Recreation. Investigate possible sources of funding for land acquisition such as the City of Oakland, East Bay Regional Park District, and Federal monies.
2. Improve and expand the use of the two existing neighborhood mini-parks in coordination with the Piedmont Avenue Business Women's Association.
3. Program existing and future neighborhood park and recreation facilities to provide recreation opportunities for both active and passive recreation by all neighborhood age groups.

4. Encourage Mountain View Cemetery to open the unused portion of its grounds for neighborhood recreation use.

Implementation

1. Interim Use and Park Acquisition

A total of 23 vacant lots, ranging in size from 300 to 29,000 square feet are presently scattered throughout the Neighborhood. The key problem in converting any one of these lots into a neighborhood park is funding the public acquisition of the land. The characteristics which make a lot attractive for park purposes usually also make it attractive for development, and this is especially true within the Piedmont Avenue Neighborhood. The park acquisition program outlined below takes this factor into account and proposes a two level process designed to achieve long-range, selective acquisition while making maximum interim use of these lots.

The first step is to make a detailed inventory of all vacant lots in the Neighborhood, listing for each its size, owner, price, topography, location within the Neighborhood, site characteristics, and other information relating to its use for park purposes. Next the owner of each lot should be approached to determine his/her willingness to rent the lot on a short term basis for a nominal fee, e.g. \$1.00 a year, to a neighborhood organization for use as a neighborhood park. The City Department of Parks and Recreation should be approached concurrently to solicit their opinion on which vacant lots they feel would make good park sites at which they would be able to offer recreation programs.

The most important question concerning this short term public use of vacant lots is that of securing public liability insurance coverage to protect the owner of the lot from third party liability (in the event that a member of the public brings suit against the owner for injuries sustained on his/her lot). It presently appears that if the City Department of Parks and Recreation is responsible for programming the use of the lot and supervises all activities taking place on it, the blanket insurance coverage carried by the City will assume this public liability. It is not certain if this blanket coverage can be extended to apply to a park maintained by a neighborhood group for the informal, unsupervised use of its residents. The neighborhood group could alternatively provide its own public liability insurance to cover the use of vacant lots, but this is likely to be troublesome and expensive proposition. In any event, the

question of insurance liability must be resolved to the satisfaction of all parties before any subsequent action can be taken to obtain the public use of vacant lots.

Once a suitable vacant lot and a willing owner have been located and the question of insurance liability resolved, the Neighborhood, with the assistance of the City Department of Parks and Recreation, can begin converting the lot into a neighborhood park. Excellent, specific guidance for this undertaking may be found in the booklet, A Little About Lots: The Do-It-Yourself Book on Improving Vacant Lots and Neighborhoods, 1969, available from the Park Association of New York City for \$1.00. Design suggestions for site layout and plans for do-it-yourself playground equipment are available in Jeremy J. Hewes, Build Your Own Playground, 1974, Houghton Mifflin Books, Boston, Mass., \$6.95.

The involvement of the Neighborhood does not stop with the creation of a vacant lot park, but must extend to include its day to day maintenance. The Neighborhood must be prepared to routinely clean the park, repair the damage done by vandalism, replace worn-out and unsafe play equipment, and otherwise perform the nonglamorous but essential tasks which make a park successful. Finally the Neighborhood must be prepared to abandon the use of the lot and restore it to its original condition, upon the request of the owner of the lot.

Given the problems described above and considering that a vacant lot park will be a first for both the Neighborhood and the City, the Neighborhood might want to first undertake a demonstration project which could be accomplished relatively easily. One such project would be to convert a vacant lot into a vegetable garden or "urban farm." This type of use is by nature short term, requires minimum site disturbance and landscaping, and would provide an excellent opportunity to offer an ecological education program for neighborhood children, demonstrating how the resource of soil is used to produce food, recycle organic wastes, etc. In these inflationary times urban farms have the additional, positive incentive of providing a tangible, edible reward for effort invested in them. For these reasons, urban gardens should be seriously considered as the first project in converting vacant lots into neighborhood parks.

The process described above is an interim step to the long range development of City-owned parks within the Neighborhood, and it serves many valuable purposes. It can provide needed neighborhood parks now

instead of in the future; it can help identify those sites which will make the most successful parks; and it can give the Neighborhood a firsthand understanding of the problems of park acquisition, operation, and maintenance. These last two factors will in turn enable the Neighborhood to more intelligently direct its efforts in undertaking the long range objective of establishing permanent parks within the Neighborhood.

Since this is a long range objective, its implementation program is necessarily less specific. The Neighborhood must sustain a continued presence at the Council level of City government to keep the decision makers aware of the Neighborhood's desires. Neighborhood participation in the North Oakland Community Development Committee, formed to advise the City on the allocation of Federal funds which it will receive under the Housing and Community Development Act of 1974, is also essential to representing the interests of the Neighborhood. The Neighborhood should also be alert to State and other Federal programs which could fund the acquisition of land for park purposes. Alternatives to fee simple acquisition, including long term rental, easements, preferential taxing or tax breaks, and philanthropy or donations, should not be ignored as possible means of obtaining park lands. Excellent general guidance on alternatives for acquiring park and open space land is contained in William Whyte, The Last Landscape, 1968, Doubleday, Garden City, N.Y., \$6.95.

2. Mini-Parks

The two mini-parks located within the Neighborhood are valued by all neighborhood residents and have the potential for increased usage. Developing this potential is not merely a matter of spending more money, but of first discovering what changes and improvements to these mini-parks will attract more users. A questionnaire distributed neighborhood-wide or a similar survey is one way to solicit neighborhood input. A neighborhood design contest with the winning entry determined by a vote of all residents is another alternative. The exact method is unimportant, as long as it results in improvements which will increase the use of the mini-parks.

Some improvements which have been informally suggested include installing backs on the benches of the Linda Avenue park, and installing additional benches in the 41st Street park. The fountain located in the Linda Avenue park was vandalised (laundry detergent was thrown into its pool) shortly after the park was dedicated and it has not been used since.

Fountains are one of the most attractive features of parks and every effort should be made to use the mini-park fountain. Experience with vandals has demonstrated that if the community persists in repairing the damage done by them, in time they become discouraged and stop, realizing their actions will not have any long range effects. It is unfortunate that at present a few persons are preventing an entire neighborhood from enjoying what could be a pleasant and welcome neighborhood amenity.

Funding the improvements to the mini-parks could be jointly undertaken by PANIL, the Piedmont Avenue Business Women's Association, and the Merchant's Association, either directly or through their sponsorship of a neighborhood campaign or contest to collect funds. The latter method seems to have more merit in that if residents pay to improve the mini-parks, they will be more likely to use and appreciate them.

3. Coordination with the Department of Parks and Recreation

The City of Oakland Department of Parks and Recreation provides extensive recreation programming at facilities throughout the City, such as the playground recreation program offered at the Piedmont Avenue Elementary School. Although limited by budgetary constraints, the Department is very receptive to neighborhood input and where possible will cooperate with neighborhoods to provide additional recreation programming to better meet the needs of their residents. To initiate this cooperative effort, PANIL should contact the Director of Programming of the Department of Parks and Recreation to arrange a meeting for discussing the specific recreation desires of neighborhood residents. PANIL should encourage other neighborhood groups interested in recreation to participate in this meeting.

Once contact is established, it should be maintained on an informal but continuous basis. PANIL may also be able to assist the Department by providing neighborhood volunteers to help Department personnel operate recreation programs in the Neighborhood. This and other means of Neighborhood-Recreation Department cooperation should be explored to provide increased recreation opportunities for neighborhood residents.

4. Use of Cemeteries

Mountain View Cemetery contains significant open space areas which could be utilized by neighborhood residents for hiking, picnicking, and related activities. To develop this potential recreation resource, PANIL should establish contact with the management of the cemetery to discuss this opportunity. It is unlikely that the management will permit indiscriminate use of their grounds and public insurance liability may again be

a problem. PANIL should be prepared to suggest ways in which neighborhood residents could use portions of the cemetery on a controlled basis, and ways to resolve any expected problems of insurance liability. It is suggested that PANIL request the assistance of the Parks and Recreation Department, not only to gain their expertise in these areas, but also for purposes of jointly approaching the cemetery management to discuss the public use of their grounds.

Conclusion

The implementation programs outlined above are designed to increase the overall livability and environmental quality of the Neighborhood by providing needed recreation opportunities for its residents. However, some residents may be concerned about the impacts of these programs on their own immediate environments. For example, a park may make the Neighborhood a better place in which to live, but it may adversely affect the people living next to it. These potentially adverse affects of park development and how they may be avoided are discussed in detail in the implementation proposals of the following section, Glen Echo Creek.

Contact persons and phone numbers which may be helpful in accomplishing some of the above programs are listed in Appendix IIIA

GLEN ECHO CREEK

Issues

The South Fork of Glen Echo Creek enters the Neighborhood from Mountain View Cemetery to the south of Piedmont Avenue and flows through the Neighborhood on a southwesterly course, roughly paralleling the Avenue, and finally flows into Lake Merritt (see Community Facilities Map, page VII-2). Background information and a discussion of the issues concerning the proposed park development of portions of Glen Echo Creek is contained in Supplement One to the Opportunities and Constraints Report of March 31, 1975.

Goal

1. To establish Glen Echo Creek, where it flows above ground, as a natural area developed only to the extent of being made safe and accessible, and to maintain its existing course.

Policies

1. The Creek and its environs, where it flows openly, should be maintained as a natural area developed only as necessary for safety and limited public access for recreation purposes.
2. Any further placing of the Creek in underground culverts is opposed.
3. Improvements to the Creek channel for erosion control should be kept to a minimum and conform to the natural setting of the Creek.
4. Encourage the Alameda County Flood Control District to develop park areas along selected portions of the Creek, as part of their flood control and erosion prevention improvements.
5. Contact concerned property owners to promote the development of park areas along the Creek.
6. Encourage the cleaning of debris from the Creek by neighborhood residents and establish permanent trash receptacles along the Creek.

Implementation

The thrust of the policies listed above is twofold. One, the policies provide guidance for the improvements to the Creek which will be undertaken by the Alameda County Flood Control District (ACFCD) in the immediate future. Two, the policies are directed toward the creation of park areas along certain portions of the Creek as part of the improvements program. PANIL has already undertaken steps necessary to realize the first of these objectives. Liason has been established with personnel of the ACFCD to inform them of PANIL's desires for the Creek improvement program. As plans to execute this program are developed, PANIL will have the opportunity to review them as part of the public review process conducted by the ACFCD. To accomplish the latter objective, PANIL has developed a general sketch plan for the development of park areas along the Creek. This plan is discussed below.

As it traverses the Neighborhood, Glen Echo Creek runs open for only six short stretches or reaches. Two of these reaches lend themselves to park development, and they are located between Glen and Monte Vista Avenues, and between Monte Vista Avenue and Montell Street, as shown on Figure VII-1, Glen Echo Creek Park Sketch Plan. For purposes of park development, these reaches have been divided into three areas, as also shown on Figure VII-1.

- AREA 1 - ACTIVE RECREATION
 " 2 - TRANSITIONAL
 " 3 - PASSIVE RECREATION

- FOOT PATH
 → ACCESS POINTS
 * POSSIBLE NEIGHBORHOOD CENTER



GLEN ECHO CREEK PARK
 SKETCH PLAN

FIG. VII-1

The size, shape, adjacent land uses, and present usage of these three areas naturally determine their potential for park and recreation development and this natural potential is reflected in the Sketch Plan.

Area 1 is located about 600 feet from the elderly housing complex at Piedmont Gardens, and it abuts the Panama Court Satellite Senior Home. This area is relatively small, linear in shape, and quite beautiful. PANIL proposes that this area be developed as a passive recreation area, containing a path and several benches, to primarily serve the residents of the surrounding elderly housing.

Area 2, which is owned by the ACFCD, contains a two unit residential structure and in total area is about 1/3 of an acre. This area is transitional between the passive use proposed for Area 1 and the active use which will be proposed for Area 3. PANIL is considering three options for the recreational use of this area: (1) continue the present use of the duplex residential structure as a rental unit and develop the remainder of the site as a totlot for small children, (2) convert the duplex for use as a neighborhood recreation center, (3) remove the duplex and use the entire site for recreation purposes.

Area 3 is currently used by neighborhood children and teen-agers for informal, unsupervised play and other activities. Most of this area is natural-like and it holds several large redwood and live oak trees. PANIL proposes that this area be developed as an active recreation area for neighborhood children by providing a footpath, bridge, and tree swing.

In total, PANIL's proposals for Areas 1, 2, and 3 are intended to develop a park for the use of all neighborhood residents, from the very young to the elderly. These proposals are designed to keep the level of usage at a low intensity and to preserve the existing natural character of the areas.

PANIL has already undertaken preliminary steps necessary to implement the proposed park plan. The charter of the ACFCD authorizes the construction of parks along creeks, streams, and other bodies of water as part of its flood control improvements program. PANIL has informally contacted ACFCD personnel to inform them of the proposed plan for Glen Echo Creek Park. PANIL has also contacted the owners of properties which would be affected by this plan to explain and discuss it. On June 4, 1975, at a neighborhood meeting sponsored by the ACFCD to solicit neighborhood comment on their improvement program for Glen Echo Creek, PANIL formally

presented its plan to the ACFCF and the Neighborhood.

The Piedmont Avenue Neighborhood has no existing park facilities other than two mini-parks and clearly has a need for the proposed Glen Echo Creek Park. The ACFCF has the financial resources and the ability to develop such a park, but only if they are assured that this park is acceptable to the Neighborhood and to the owners of properties which would be affected by the proposed park. The City Department of Parks and Recreation and other concerned City agencies have reacted favorably to PANIL's proposals for a creek park, but they have stressed that before accepting responsibility for maintaining and operating such a park, they would require an increase in their operating budget. Thus to follow through on its preliminary steps to bring about Glen Echo Creek Park, PANIL must proceed in two directions.

First, PANIL must sell its plan to the Neighborhood and especially to nearby property owners who would be directly impacted by a park development. This latter group is legitimately very sensitive on the issue of their personnel safety and the security of their properties. As noted above, the Creek areas in question are currently informally used by neighborhood teen-agers, often with adverse effects on the surrounding residents, who are concerned that creating a park will increase these effects. PANIL must make every effort to contact these residents to explain to them how the creation of a park may lessen rather than increase these adverse impacts. Creating a public park in these three areas would bring about several changes.

Making these areas into a public park would give them a community value and all residents of the Neighborhood would then have a stake in maintaining them as safe areas, and in preventing their misuse by other neighborhood residents.

The physical act of developing a park would remove natural vegetation growth, which presently screens the interior of these areas from view, to allow visual surveillance from the surrounding streets.

All public parks in the City of Oakland are subject to regular police patrol and protection, and if created, Glen Echo Creek Park would be no exception.

By creating a public park and formalizing the existing informal use of these privately owned areas by neighborhood children, the burden of public insurance liability would be shifted from these private owners to the City.

Most importantly, creating a public park in these areas would bring them under the informal policing of other neighborhood residents. At present these areas and surrounding residences are completely accessible to anyone who wants to enter for any purpose. Potential intruders are subject only to what infrequent, haphazard surveillance the neighboring residents can provide. Developing a park in these areas would give other neighborhood residents a reason to come to them, providing additional eyes for watching and surveillance, helping to protect these areas and surrounding residences from vandalism and other illegal acts.

Once PANIL's proposals have gained the support of the Neighborhood and surrounding property owners are willing to accept Glen Echo Creek Park, PANIL must be able to give evidence of this support to the ACFCD. This evidence can take the form of a petition, letter, or participation at a public meeting, as long as it is recognized by the ACFCD and incorporated into their public record.

Second, and of equal importance, PANIL must take steps to ensure that if a park is created along Glen Echo Creek by the ACFCD, the City of Oakland will accept and maintain it as a City park. Representatives of the Department of Parks and Recreation have responded favorably to the proposal for a creek park, but they have also stressed that their existing financial resources would have to be expanded to enable them to accept this added responsibility. Approval for this necessary funding increase must come from City Council and it is here that PANIL must present its case of both the need and the desire of neighborhood residents for this park. In this current period of austerity, winning the support of Council will not be easy, but such support is crucial to the creation of Glen Echo Creek Park.

One way to potentially lighten the financial burden which this park would pose for the City is to explore the possibility of the ACFCD sharing in the maintenance costs of the park. ACFCD is reluctant to participate in the maintenance of parks it has created and has not done so in the past, although such participation is permitted by its Charter. Perhaps it is time to encourage the ACFCD to expand its role beyond just providing parks to include their maintenance.

In sum, PANIL has undertaken the preliminary steps essential to the development of the proposed Glen Echo Creek Park. To realize this goal, PANIL must now undertake the crucial steps of gaining the support of the

Neighborhood and affected property owners, and of the City Council.

SCHOOLS

Issues

The children of the Piedmont Avenue Neighborhood are served by Piedmont Avenue Elementary School, grades K through 6, and various junior and senior high schools located in close proximity to the Neighborhood, including Woodrow Wilson, West Lake, and Claremont Junior High Schools, and McClymonds, Oakland, and Oakland Technical High Schools.

The Piedmont Avenue Elementary School (see Community Facilities Map, page VII-2) had a 1974-75 enrollment of 316 students. Nearby Edison School is being demolished under the quake-safe program and beginning this coming Fall, Piedmont School will receive a portion of Edison's students. Piedmont School expects a total 1975-76 enrollment of 416 students, and increase of 100. This increase will require the use of two portable units, already located on part of the school playground and used by school district administrative personnel. These individuals are being relocated.

While the Piedmont Elementary School seems to adequately serve the Neighborhood, many residents feel dissatisfied with the junior and senior high schools. This dissatisfaction has led to the exodus of many families from the Neighborhood when their children reach junior high school age, causing a gap in these age groups within the Neighborhood (see Figure II-1, Population Pyramids- City of Oakland and Piedmont Avenue Neighborhood, page II-4). PANIL recognizes that the quality of the schools serving a neighborhood is one of the most important factors influencing the decision of families with children to locate in the neighborhood.

Goal

1. To establish a climate conducive to providing a quality education for all neighborhood children.

Policy

1. Encourage the maintenance of high standards in neighborhood-serving public schools to help attract and keep families with school-age children in the Piedmont Avenue Neighborhood.

Implementation

Implementing the above policy can be accomplished through liason between PANIL and the Board of the Oakland Unified School District. PANIL should contact the Board, express their interest in the quality of the schools serving the Neighborhood, and request ways by which a neighborhood organization can assist the Board in its efforts to provide neighborhood children with a quality education.

LIBRARY

Issues

The Piedmont Avenue Branch Library has been serving the Neighborhood since 1912, but currently it faces problems in two areas. First, the library building and the site on which it is located were recently purchased by Fidelity Savings and Loan Association and the continued, future occupancy of this structure and site by the Branch Library is somewhat uncertain. A detailed discussion of the various aspects of this problem is contained in Supplement One to the Opportunities and Constraints Report of March 31, 1975. Second, assuming the Library is able to remain in its present location, its physical plant, furnishings, and staffing place certain limitations on its ability to serve the Neighborhood. This second set of problems is discussed below.

Applying national standards or guidelines to local community facilities must be done cautiously, but it can provide some insights into the adequacy of these facilities. The American Library Association has published standards which relate the size of library's user population to minimum book collection and space requirements. These guidelines are presented in Figure VII-2 and compared with data from the Piedmont Avenue Branch Library. Examination of this comparative data gives some indication of the spatial problems hindering the Library's operations and of the inadequacy of the size of the Branch book collection. This figure does not indicate the staffing problems of the Branch, which have been discovered through conversations with the Branch Librarian.

Presently the Library staff of 2 full and 6 part-time persons is adequate, but three of the part-time persons have been provided through temporary Federal funding by the CETA (Comprehensive Employment Training Act) Project. This funding expires on June 30, 1975, and thus the

Figure VII-2 - ALA GUIDELINES AS COMPARED TO THE PIEDMONT AVENUE
BRANCH LIBRARY

ITEM	ALA GUIDELINES ¹	PIEDMONT AVENUE BRANCH LIBRARY ²
Population served	5,000 - 9,999	8,044
Size of book collection	15,000 volumes plus 2 books per capita for population over 5,000 or <u>21,000</u> books for Piedmont Ave. Neigh.	13,000 books
Total floor space	3,500 squ. ft. or 0.7 squ. ft. per capita, whichever is greater or <u>5,630</u> squ. ft. for Piedmont Ave. Neigh.	1,760 squ. ft.
Staff work space	500 squ. ft.	260 squ. ft.

1 ALA, Interim Standards for Small Public Libraries: Guidelines Toward Achieving the Goals of Public Library Service, (Chicago: The Association, 1962), p. 15.

2 Data supplied by Dr. Peter Aby, Oakland Public Library

continued availability of this needed staff is uncertain.

Conversations with the Branch Librarian have also high lighted other specific problems such as the lack of display cases for books, reference materials, and periodicals; the difficulty of two to three persons out of necessity using a circulation desk designed for one person; the lack of a public restroom; and inadequate shelf space for new additions.

Goal

1. Maintain the library in its present location and encourage its expansion in size and services.

Policies

1. Establish the present Piedmont Avenue Branch Library building and site as a permanent City-owned facility. To this end, PANIL should maintain close contact with the City Library

Department and Fidelity Savings and Loan Association, the present owners of the facility, for the purpose of persuading Fidelity to either deed the library building and site to the City or to sell the facilities to the City.

2. Encourage the expansion of the Library services and facilities.

Implementation

PANIL has already undertaken many of the steps necessary to implement the first policy. Representatives of PANIL have established formal liason with the management of Fidelity Savings and Loan Association to express the desires of the Neighborhood for the future of the Branch Library (see Appendix III B). PANIL representatives have also maintained close communications with the Oakland Library Department staff and Commission, keeping them informed of changes in circumstances pertinent to the Library. On April 10, 1975 PANIL sponsored a public meeting in the Neighborhood to discuss the future of the Library. This meeting was attended by representatives of the Oakland Library Commission and Fidelity Savings and Loan Association (see Appendix III C for a report on this meeting).

For the present PANIL should maintain its "watchdog" role until it is informed by Fidelity Savings that they have finalized their plans for the Library building and site, as promised by a representative of Fidelity at the April 10 meeting (periodic letters reminding Fidelity of this committment is one means of ensuring they honor it). At this time PANIL should convene a meeting of all cognizant parties to discuss the future of the Piedmont Avenue Branch Library. Actions beyond this point will in part be dictated by the nature of Fidelity's plans. In general, PANIL must not make the mistake of underestimating either its own influence and power or the sensitivity to public outcry and pressure of private corporations whose success depends on good community relations.

One problem which PANIL should address immediately concerns Fidelity's misunderstanding of the commercial parking space requirements of the Oakland Zoning Ordinance. Fidelity is currently contemplating building a facility with about 2,500 square feet of floor space on the site now partly occupied by the Library (see Appendix III C). As provided by both C-30 (existing) and C-31 (proposed) zoning of this site, off-street parking spaces are not required until the total non-residential floor area of a

facility or commercial structure exceeds 3,000 square feet.* Fidelity seems to believe, however, that the City Zoning Regulations require off-street parking for their proposed facility, thus necessitating the demolition of the Branch Library to provide this needed space. This misunderstanding should be quickly resolved so that Fidelity is correctly informed and can plan its new facility accordingly.

PANIL has also begun implementing the second policy presented above, the expansion of Library services and facilities, by having one of its members attend Library Commission meetings, which are open to public participation. At these meetings PANIL can bring its desires for the improvement of the Piedmont Branch Library to the attention of the Commission, and lobby for additional funding of the Branch Library.

If and when the Cities of Piedmont and Oakland enter into a new fee-for-service agreement permitting the residents of the former city to use the library facilities of the latter city, PANIL should petition the Library Commission to direct a major portion of this earned revenue toward its neighborhood library. Prior to the suspension of the former agreement between Piedmont and Oakland, the Piedmont Avenue Branch Library was the Oakland library most heavily used by Piedmont City residents. If this use is restored, increased funding of the Branch Library will be needed to enable its already overtaxed staff and facilities to absorb this added load without degrading its service to the residents of the Neighborhood.

PANIL's participation in the North Oakland Community Development Committee, formed to advise the City on the allocation of Federal funds which it will receive under the Housing and Community Development Act of 1974, may also be instrumental in obtaining additional funds for the improvement of the Branch Library.

Many of the problems of the Piedmont Branch Library stem from the limited physical size of its building and they can only be overcome by increasing the size of this structure. PANIL should begin exploring alternative ways to accomplish this and no little imagination will be required. The residents of the Neighborhood place a high value on the Library building and would oppose its demolition and replacement by a multi-story structure. Even assuming that Fidelity were to guarantee

* Section 7513 OFF-STREET PARKING - COMMERCIAL ACTIVITIES, Oakland Planning Code, Zoning Regulations, 1972.

the Library's long term use of its present building, if they construct a new office facility for their use, there would not be sufficient room for the addition of a ground floor annex to the existing Library structure. The difficulties in resolving this dilemma to the satisfaction of all concerned parties should not prevent PANIL from exploring the problem.

NEIGHBORHOOD BEAUTIFICATION

Issues

Street trees are a natural amenity which can significantly improve the livability of the urban environment. In addition to their visually pleasing effects, street trees serve as wind and noise buffers, replenish the air we breathe, and filter dirt from the atmosphere. Street trees have a monetary value in that these effects can enhance the value of neighboring properties, without resulting in tax assessment increases.

With the exception of the southeast corner and the eastern boundary, most of the areas within the Neighborhood do not have street trees and Piedmont Avenue is the most frequently mentioned example of this unfortunate condition. Recently residents of the Neighborhood have evidenced great interest in a tree planting campaign as means of enhancing the physical appearance and livability of their environment, and as an expression of neighborhood pride.

The Piedmont Avenue Neighborhood is fortunate in containing many residential and commercial structures of an architectural or historical significance which merits their preservation. Notable among these structures are Chapel of the Chimes, King's Daughters Home, and the brick commercial building located at the northwest corner of Piedmont Avenue and 40th Street, designed by Julia Morgan during the early 1900's; the Lock House at 3911 Harrison Street, circa 1911, and one of the rare stucco works of John Hudson Thomas; the Pantages Home at 629 Oakland Avenue; Green Gates at 232 Monte Vista Avenue; and the original site plan of Mountain View Cemetery, designed by Frederick Law Olmstead. These and other structures and features add a variety and richness to the Neighborhood which can neither be replaced nor easily duplicated.

Goal

1. To enhance and preserve the quality of the visual appearance of the Neighborhood through the planting of street trees and the protection of architecturally and historically significant buildings and structures.

Policies

1. Encourage the planting of trees on local streets as a Neighborhood-sponsored activity.
2. Identify and advocate the preservation of buildings, structures, and features of architectural and historical significance.

Implementation1. Street Trees

Implementing street tree planting is a matter of organizing the Neighborhood to take advantage of an existing City program. The Department of Parks and Recreation will plant street trees in neighborhoods where property owners give their consent and are willing to finance the cost of the trees. The species of trees planted must conform to the Official City Street Tree Plan, although neighborhood residents may petition and obtain approval to deviate from the plan. The critical factor underlying the plan and authorization to deviate from it is the sidewalk clearance which a tree will afford once it has reached maturity.

Property owners purchase the trees, i.e. they are billed by the City for the wholesale cost and where necessary, pay the expense of cutting holes in the sidewalk pavement so the tree can be planted. Once a tree is planted, it becomes the property of the City and may not be removed by the owner of the property on which it is located. The City is responsible for all maintenance of the tree, except watering and cleaning the tree well. These tasks are the responsibility of the property owner. The City will replace trees destroyed by natural causes, other than those resulting from neglect on the part of the responsible property owner, or by vandalism.

All street tree planting in the City is conducted under the direct supervision of the Tree Supervisor of the Department of Parks and Recreation. After organizing and determining an arrangement for financing tree purchase, groups of neighborhood residents wishing to initiate tree planting programs along their streets should contact the Tree Supervisor

by letter stating their intentions and the streets they are interested in having planted. The Supervisor in turn will respond with the list of trees officially designated for these streets and literature explaining City tree planting policy.

PANIL's role in the above effort should focus on publicizing the pertinent information to motivate the formation of tree planting groups, and on overall coordination and leadership. With respect to Piedmont Avenue, PANIL should establish liason with the Piedmont Avenue Merchant's and Business Women's Associations for purposes of initiating a tree planting program along the Avenue.

2. Architectural and Historical Preservation

Implementing the policy of architectural and historical preservation is again a matter of organizing the Neighborhood to take advantage of an existing City program. Section 5 of the Zoning Regulations of the Oakland Planning Code establishes the Landmarks Preservation Advisory Board to oversee and coordinate the identification of buildings, places, and special features in the City having potential for official recognition and protection as landmarks because of special "historical, cultural, educational, architectural, esthetic, or environmental interest or value."^{*} Landmarks may be brought to the attention of the Advisory Board by private citizens, organizations, or City agencies. Following investigation and determination that the proposed landmark is suitable for official designation, the Board forwards its recommendation to the City Planning Commission which holds public hearings on the matter. After favorable hearings, the City Council next considers the proposed landmark and may award it regulatory protection against alteration or demolition by passing an ordinance officially designating it a landmark. The City Planning Commission may additionally establish a list of buildings, places, and special features meriting official recognition, although not given regulatory protection as designated landmarks.

The first step in taking advantage of this program and process is for interested neighborhood residents to compile an inventory of neighborhood buildings and features which they feel have potential for designation as landmarks and which are not already identified on the Interim List of landmarks being prepared by the Landmarks Preservation Advisory

* Section 2002 (p), Oakland Planning Code, Zonign Regulations, 1972.

Board. The staff of the Board is extremely small and unable to conduct its work without citizen assistance. Therefore the residents should next study and thoroughly investigate each building and site to construct a case for its official designation as a landmark.

Most importantly, the residents should contact the owners of proposed landmarks to inform them of their intentions of seeking landmark designation for their properties. Owners may be understandably reluctant to have their properties designated as landmarks. Neighborhood residents should be prepared to explain the advantages of landmark designation and why they are seeking it. The ideal objective of these contacts would be to obtain owner cooperation, thus considerably enhancing the chances of achieving designation.

Once the inventory is complete, background information collected, and owner contact established, the neighborhood residents should forward applications for all proposed landmarks to the Advisory Board (see Appendix III D for a copy of the application form required by the Board). After favorable action by the Board, the residents must begin lobbying at the Planning Commission and then City Council levels for official landmark designation. To aid in this effort and focus energy, residents should develop their own internal priority listing of all the proposed landmarks they have submitted and seek their designation in an ordered, one-at-a-time manner.

NEIGHBORHOOD HISTORY

Issues

The California Room of the Oakland Public Library currently maintains limited historical information on the Piedmont Avenue Neighborhood in the form of newspaper clippings. Knowledge of its historical origins can give a neighborhood an identity, enhance its residents' sense of continuity with the past, and inspire their pride and concern for the future of the neighborhood.

Goal

1. Establish a history of the Piedmont Avenue Neighborhood.

Policy

1. Appoint a neighborhood resident(s) to serve as historian and establish and maintain a neighborhood history section in the Piedmont Avenue Branch Library.

Implementation

Implementing this policy requires finding neighborhood residents interested in organizing a neighborhood history and making arrangements to obtain storage space for the materials they collect at the Piedmont Avenue Branch Library. To stimulate interest and help gather information from other residents, the neighborhood historian could periodically present historical displays either at the Library or perhaps in the window of an Avenue antique shop.

As a first step in this information collecting process, the background materials and data used to prepare this Neighborhood Plan will be placed in the Library once the Plan is completed.

NEIGHBORHOOD ACTIVITIES AND PROJECTS, AND NEIGHBORHOOD CENTER

Issues

Neighborhood social activities and special events can help promote neighborhood identity and solidarity, a sense of community, and a feeling of belonging. Such activities and events are especially appropriate to the Piedmont Avenue Neighborhood and its small town atmosphere.

Neighborhood sponsored action can also realize more tangible benefits by undertaking specific projects. The success of many of the implementation programs outlined in this and other elements of the Neighborhood Plan will require group efforts which fit readily into the framework of neighborhood sponsored projects.

The Oakland Policy Plan sets the standard that each City neighborhood of 5,000 to 6,000 persons should be provided with a neighborhood recreation center.* Presently the Piedmont Avenue Neighborhood, population 8,044, does not have a designated neighborhood center. This function is informally performed by the Piedmont Avenue Elementary School and various church facilities.

* Oakland Policy Plan, as ammended through September, 1974, page 21.

Goals

1. To develop neighborhood spirit and help implement the Neighborhood Plan through neighborhood sponsored action.
2. To establish a neighborhood center in the Piedmont Avenue Neighborhood.

Policies

1. Encourage, sponsor, and otherwise support neighborhood activities, special events, and projects which will result in increased neighborhood spirit and implementation of appropriate aspects of the Neighborhood Plan.
2. Encourage the continued and expanded use of the Piedmont Avenue Elementary School as an interim neighborhood center.
3. At such time as a building becomes available for public use as a neighborhood center, PANIL would support and assist in the formulation of plans for such a facility in order to provide recreational and educational programs for the Neighborhood.

Implementation

Implementing the policy pertinent to neighborhood activities and projects should be undertaken by PANIL in cooperation with other neighborhood organizations. Many groups already sponsor neighborhood activities, such as the Spring Street Fair, the annual Business Women's Association Flea Market, and various church social events. PANIL should offer its assistance to these groups and seek their suggestions as to what additional neighborhood activities and events could be offered.

PANIL can also undertake the sponsorship of projects to accomplish appropriate programs of the Neighborhood Plan, but again in cooperation with existing neighborhood groups. These programs are outlined in the implementation sections of the four Plan Elements, and contain guidance for their suggested execution.

As provided by the Civic Center Act of the California State Education Code, certain of the facilities of the Piedmont Elementary School are available for public use by residents of the Oakland Unified School District who are members of community groups, organizations, clubs, etc. PANIL has availed itself of this opportunity and has been using the school auditorium for its monthly meetings since February. Continuation

of this use requires no action by PANIL, other than renewing its use permit on a yearly basis, as required by the regulations of the Oakland Unified School District. Specific guidance for expanding the use of school facilities for neighborhood educational and recreational purposes can be found in Administrative Bulletin #6, Use of School Facilities for Public Purposes Under the Civic Center Act, available from the School District Management Systems Office.

Obtaining a facility for exclusive use as a neighborhood center will require PANIL to be alert for opportunities to acquire existing structures which could potentially be put to this use. Possible opportunities include existing residential units which may become available incidental to the proposed development of Glen Echo Creek Park, as previously discussed on page VII-12, semi-public or institutional facilities in the Neighborhood which may be permanently vacated by their present occupants, and structures donated to the Neighborhood through the private philanthropy of neighborhood resident(s).

If a facility is obtained for use as a neighborhood center, it must be remembered that acquisition is only a first step. Provision must be made for maintaining the facility and conducting the programs which justify its existence. The active participation of the City Department of Parks and Recreation would be essential to these efforts and their cooperation should be solicited by the Neighborhood. Since the capability of the Department to take on additional projects is limited by budgetary constraints, the Neighborhood would have to petition City Council for the funding to enable the Department to support a neighborhood center in the Piedmont Avenue Neighborhood.

CRIME CONTROL

Issues

The Piedmont Avenue Neighborhood is considered by the Oakland Police Department to be a low crime area, but the Neighborhood is by no means free from crime. Figure VII-3 on the following page presents a general overview of offenses committed in the Piedmont Avenue Neighborhood, as compared with the entire City of Oakland, for 1971, and relates the number of offenses to the 1970 populations of these areas. Within the past several years, offenses committed in the Neighborhood have declined

Figure VII-3 - OFFENSES COMMITTED IN 1971 AS RELATED TO 1970 POPULATION
FOR PIEDMONT AVENUE NEIGHBORHOOD AND CITY OF OAKLAND

1971 Offenses	Piedmont Avenue Neighborhood		City of Oakland	
	Total #	#/1000 pop. ¹	Total #	#/1,000 pop. ²
Robbery	52	6.6	2,945	8.1
Theft	241	30.8	13,892	38.3
Burglary	236	30.2	18,788	51.9
Auto Theft	2	.02	5,395	14.9

1. 1970 population - 7,766

2. 1970 population - 361,561

Source: Oakland Police Department Monthly Crime Summaries, 1971

Figure VII-4 - OFFENSES COMMITTED IN THE PIEDMONT AVENUE NEIGHBORHOOD,
1971 AND 1974

Offense	Number of Offenses Committed		Per Cent Increase or Decrease
	1971	1974	
Robbery	52	71	+ 36%
Theft	241	229	- 5%
Burglary	236	293	+ 24%
Drug Offenses	25	11	- 56%
Auto Theft	2	0	-100%
Drunkeness	36	33	- 8%
Assault & Battery	33	29	- 12%

Source: Oakland Police Department Monthly Crime Summaries, 1971, 1974.

slightly in some areas, but there have been significant increases in the offenses of robbery and burglary, as shown in Figure VII-4 on the preceding page.

For purposes of law enforcement administration, the Police Department has divided the City into Districts, which are in turn divided into Beats. The Piedmont Avenue Neighborhood comprises almost 1/3 of Beat 9, an area of slightly more than one square mile, which is patrolled daily in three shifts by a one man patrol car per shift. The policemen responsible for Beat 9 try to patrol Piedmont Avenue on foot for 2-3 hours at least twice a week. Manpower limitations and the demands of other areas within Beat 9 preclude more intensive foot patrolling along the Avenue.

Goal

1. To make the Piedmont Avenue Neighborhood safe from crime.

Policies

1. Encourage the establishment of Home Alert neighborhood groups in coordination with the Oakland Police Department.
2. Encourage merchants along Piedmont Avenue to establish an inter-store emergency alert system.
3. Request the Oakland Police Department to expand the use of foot patrolmen in the Piedmont Avenue Neighborhood.

Implementation

1. Home Alert Program

PANIL has undertaken the implementation of the first policy presented above. In March, PANIL sponsored a public meeting at which a representative of the Oakland Police Department discussed the Home Alert program and a similar program for merchants. Home Alert brings the residents of a street together for purposes of getting acquainted, and exchanging phone numbers and other information. Then the program depends on these neighbors to mutually survey each other's homes, noting and reporting abnormalities to the affected neighbor or the police. Given the small town atmosphere of the Neighborhood, an informal version is probably already operating in many parts of the Neighborhood. Through periodic public meetings and other methods, PANIL can continue to publicize the existence and operation of the Home Alert program, and encourage its informal or

formal adoption throughout the Neighborhood.

2. Inter-store Emergency Alert System

PANIL can most appropriately undertake the implementation of such a system through cooperation with the Piedmont Avenue Merchant's and Business Women's Associations, and other merchants, and with the technical assistance of the Oakland Police.

3. Foot Patrolmen

Requesting the expanded use of foot patrolmen in the Neighborhood is a simple matter, but realizing this objective is a more difficult undertaking. Due to fiscal constraints and manpower limitations, the Police Department can only deploy foot patrolmen in areas of the City either where there is high criminal activity or where it is felt that the presence of a policeman on foot will significantly inhibit crime. Currently foot patrolmen are used on a full-time basis only in three areas of the City, including the Downtown Business District. Unless the manpower resources of the Police Department are expanded, deploying foot patrolmen in additional areas of the City would require shifting police personnel from other duties. The Police Department estimates that the cost, including equipment, of one foot patrolman working a 40 hour week is approximately \$20,000 a year.*

A concept which is currently under discussion within the Police Department and which could provide a solution to the manpower problem described above is the random use of foot patrolmen. Under this concept one foot patrolman would patrol several neighborhoods on a weekly, but random basis, using a patrol car to travel from neighborhood to neighborhood. The main thrust of this concept is to share the visible police presence of one foot patrolman among several neighborhoods, thus putting it within the manpower capabilities of the Police Department. Within the Piedmont Avenue Neighborhood, random foot patrols could be used to supplement the current biweekly patrols or entirely replace them.

PANIL should combine with other nearby neighborhoods also desiring foot patrols to jointly explore the merits of the random patrol concept, and to approach the Police Department with a request that random foot patrols be established in their neighborhoods. This request could also be simultaneously made to the City Council

* Lt. Vomacka, Research and Planning Division, Oakland Police Department.

The chances of PANIL's request being favorably received will be enhanced if it reflects careful thought and an appreciation of what can be practically undertaken by the Police Department. To this end, PANIL should establish contact with the Research and Planning Division of the Police Department to obtain their advice and assistance in developing a request for foot patrolmen.

PET CONTROL

Issues

The City of Oakland Animal Shelter estimates the dog population of the City to be 60,000 and at times it seems as if every one of these dogs lives in the Piedmont Avenue Neighborhood. The many problems of "dog pollution" are familiar to every resident of urban areas. In the Piedmont Avenue Neighborhood the problem is generally one of dogs allowed to run freely by their owners, in violation of the City's leash laws.

Goal

1. That the City leash law be enforced within the Neighborhood.

Policy

1. Request stricter enforcement of the leash law in the Neighborhood by the Animal Control Unit.

Implementation

Implementing the policy listed above can be accomplished by forwarding a request for stricter leash law enforcement to the Animal Control Shelter via the Chief of Police. However, a request alone will yield only limited results, given the fiscal and manpower constraints under which the Shelter operates.

For purposes of enforcing laws relevant to pet control, the City is divided into Districts and the Piedmont Avenue Neighborhood falls within District 2, an area of about 15 square miles. This District is patrolled 8:00 to 5:00 P.M. daily, 5 days a week by two animal control units (a unit is a pound truck manned by two animal controlmen) and a supervisor. The pet control problem in District 2 is of such a magnitude that these

two units spend most of their time responding to complaints, and devote minimum, if any, time to preventative patrol.

To concretely achieve stricter enforcement of the leash law within the personnel constraints of the Animal Shelter, PANIL must be prepared to cooperate with Animal Control to jointly explore innovative ways of achieving this goal. Some of these ways, which were suggested by the Officer-in-Charge of the Animal Shelter during an informal conversation, are discussed below.

Enforcing leash laws in part depends on identifying the owners of free running dogs. Obviously this can only be accomplished if these dogs are licensed, and of the estimated 60,000 dogs in Oakland, only 10,000 - 12,000 are licensed. Thus the first step in leash law enforcement is ensuring that all dogs within the Neighborhood are licensed. Here residents can directly assist Animal Control personnel in conducting a house to house pet census to discover and record unlicensed dogs. As part of this effort, neighborhood residents can also hand-out and explain literature concerning City pet control laws.

Once the pet census is complete, Neighborhood residents can assist in follow-up efforts to license all neighborhood dogs. Concurrently, Animal Control personnel can intensify their enforcement efforts in the Neighborhood by saturating the area with personnel temporarily borrowed from other Districts. Residents can assist here by reporting free running and stray dogs.

The short-term program described above can only gain long-range effectiveness if followed by a continuing, informal program designed to educate and seek the cooperation of neighborhood dog owners in obeying City leash laws. It is in this area that neighborhood residents can be of the greatest value in supplementing the efforts of the Animal Control Shelter.

To initiate the program described above, PANIL should invite, via the Chief of Police, the Officer-in-Charge of the Animal Control Shelter to an informal meeting in the Neighborhood. At this meeting information should be exchanged and problems discussed as the first step toward implementing the policy of strict leash law enforcement within the Neighborhood.

APPENDIX I
METHODOLOGY FOR IMPACT ANALYSIS

A. POPULATION PROJECTIONS

The method used to determine projected number of units and residents is as follows:

1. Measure net acreage of residentially zoned parts of each block.
2. Pick a standard block for each zone and determine densities (number of units per acre). The blocks for each zone are:
 - R-70 = 76.8 units per acre
Southern half of block bounded by Harrison, Moss, Oakland and alley.
 - R-50 = 23 units per acre
Block bounded by Montgomery, Ridgeway, Howe and 41st excluding lots along 41st zoned R-70.
 - R-30 = 8.7 units per acre
Derived by dividing acre by size lot required, or
$$\frac{43,500}{5000} = 8.7$$
 - R-35 = 14.6 units per acre
Since there is no R-35 zoning in the neighborhood, the blocks were averaged (yielding 9.7 units per acre) and increased by 50% (assuming that half will have two units).
 - R-40 = 19.4 units per acre
Since there is no R-40 zoning in the neighborhood, this figure was calculated from R-50. (R-50 = 1500 square feet per unit; R-40 = 2500 square feet per unit.)
 - R-60 = 43.7 units per acre
As there is no R-60 also, this figure was calculated from R-50. (R-50 = 1500 square feet per unit; R-60 = 800 square feet per unit.)
3. Multiply acreage by density to determine the number of units per block. This is done for both existing and proposed zoning.
 - a. In all cases where non-conforming densities resulted in the actual number of units being higher than the projected number of units, the actual counts were used.
 - b. The number of residential units in commercially zoned areas was assumed to stay as is.
 - c. The number of units for the Piedmont Gardens development was assumed to be constant.
4. The number of residents is determined by multiplying the number of units by 1.6 persons per unit (the average from the 1970 census). The number of persons in Piedmont Gardens is added separately - 475 are projected, while 300 are there now.

POPULATION AND UNIT PROJECTIONS

	<u>Actual Situation</u>	<u>Existing Zoning</u>	<u>Proposed Zoning</u>
No. of residential units in residential zones	4388	7420	5180
No. of residential units in commercial zones	256	256	256
No. of units in Piedmont Gardens development	278	278	278
Total residential units	4922	7954	5714
No. of people in residen- tial zones (units X 1.6 persons per unit)	7021	11872	8288
No. of people in commer- cial zones (256 units X 1.6 persons per unit)	410	410	410
No. of people in Piedmont Gardens development	300	475	475
Total population	7731	12757	9173

B. STREET CAPACITY FORMULA

The formula used for the calculations in Figure IV-2 is based on a formula for calculating intersection capacities contained in the Highway Research Board Special Report 87, Highway Capacity Manual, 1965 (Washington, D.C.: National Academy of Sciences--National Research Council) chapters 6 and 10.

$$SV = VPHG(PHF)(G/C)(location)(LT)(RT)(thru trucks)(local busses)$$

where: SV is the service volume in vehicles per hour

VPHG is the number of vehicles per hour of green time as determined by the approach width from Figure 6.8 (p.136) of the Highway Capacity Manual.

PHF is the peak hour factor which is assumed to be .85, the average found by the Highway Research Board; which is adjusted for city size to be 1.03.

G/C is the green time to cycle ratio; for unsignalized intersections the ratio is assumed to be .90 for the major streets (allows for almost free flow of traffic on the major street with small allowance for cross traffic)

Location is a constant factor of 1.25, the multiplier for outlying business districts and residential areas (the equation is based on central business district)

LT is the adjustment factor for left turns (as a percentage of total traffic) from table 6.5 (p. 141) of the Highway Capacity Manual, where 10% turns gives a factor of 1.0

RT is the adjustment factor for right turns (as a percentage of total traffic) from table 6.4 (p. 140) of the Highway Capacity Manual, where 5% trucks and busses gives a factor of 1.0

Local Buses is an adjustment factor for number of buses with local stops in the block under study (as a percentage of the total) where no local buses gives a factor of 1.0

APPENDIX II

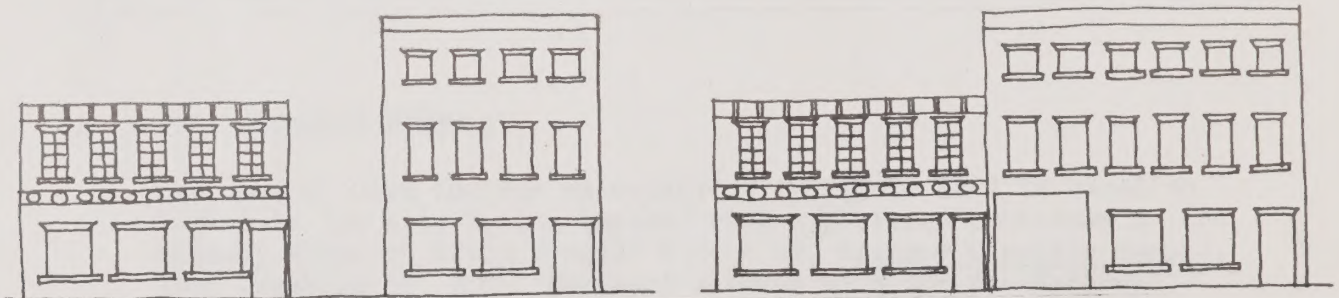
PROPOSED DESIGN REVIEW GUIDELINES FOR PIEDMONT AVENUE

I. SITE DESIGN

1. Building setbacks should be encouraged (a minimum of five feet is preferred). This provision is intended to provide adequate sidewalk space along the avenue while maintaining a continuous facade.
 - a. Those buildings with setbacks are strongly encouraged to experiment with amenities which will enhance the appearance of the Avenue, such as simple landscaping along the building's facade, special paving within the setback area, small seats or benches, artifacts displayed in the open air, etc. Such amenities shall not, however, inhibit pedestrian movement by encroaching into the usable sidewalk space.
 - b. Multi-story buildings with first floor setbacks should be encouraged to have upper floors extend back out to the property line to provide overhead shelter for pedestrians while retaining the visual line of a continuous facade.
 - c. Those businesses in buildings currently located up to the property line must keep the sidewalk in front of the building clear for pedestrian circulation so that there remains seven feet of usable sidewalk space.
2. Breaks or gaps in the street facade are not permitted unless approved as a conditional use or are already in existence on the Avenue.

(A)

(B)

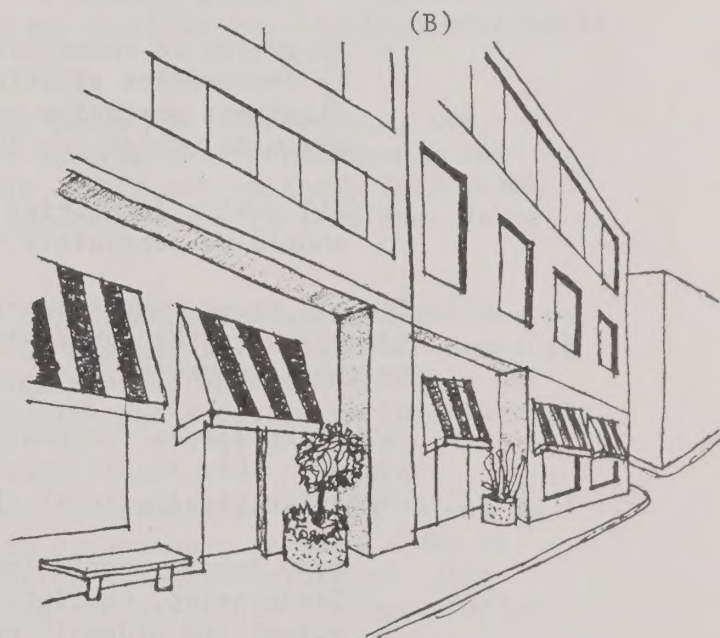


Maintenance of a continuous facade line (as in sketch B) creates the impression of a more compact, identifiable, cohesive shopping area; the kind of shopping environment most attractive to the pedestrian shopper and most inviting to the auto oriented shopper for whom the commercial district is a familiar landmark.

- a. All entrances and exits to such uses should be designed to blend with the architectural character of adjacent structures.
- b. Parking lots should be located behind existing structures where possible, and should incorporate ample landscaping along the periphery so that they are screened from abutting properties and the street (Oakland Planning Code: Zoning Regulations, Sections 4497 and 7115 b.*) For lots of more than 2500 square feet, there should be interior landscaping which is well distributed throughout the lot.

II. STREETSCAPE

1. Sidewalks should have seven feet of unobstructed space to provide for uninhibited pedestrian movement. Where clear sidewalk space exceeds seven feet, the following types of actions are strongly encouraged to enhance the Avenue:
 - a. Improving front spaces of commercial properties (see 1. under "Site Design").



While the overall facade line is retained by having uniformity of the upper stories, the street level setbacks provide unique opportunities for developing creative and imaginative design details. In sketch (B) furniture, plants and awnings make for an attractive streetscape, but in (A) unimaginative use of space leaves the sidewalk area bleak and sterile.

* All subsequent references shall also refer to sections in the Oakland Planning Code: Zoning Regulations

- b. Planting of street trees which take up a minimum of pedestrian space. Allowable species should be those which can be planted in sidewalk holes and which foliate above seven feet.
 - c. Installation of street furniture which is compatible with its surroundings and which is coordinated with respect to color and materials.
- 2. Where unobstructed sidewalk space is less than seven feet wide, efforts should be made to eliminate obstacles in the sidewalk (parking meters, bushes in concrete planters, signs, etc.) to create at least seven feet of clear space.
- 3. Parking lots should have properly designed entrances and exits, and should have ample landscaping so that they are screened from the street (*4497 and 7115 b) (also see 2. under "Site Design" for further explanation).
- 4. Piedmont Avenue and its sidewalks should be designed to allow easy access for people with limited mobility.
 - a. Curb cuts should be provided on all corners of the Avenue.
 - b. Entrances to commercial establishments should be designed to accommodate elderly and handicapped citizens (e.g. eliminate obstacles near doorways and make sure doorways are wide enough for wheelchairs and walkers)
 - c. All public facilities (bathrooms, drinking fountains, etc.) should be accessible to those same citizens.
- 5. Transit stops, where space is adequate, should be made more identifiable through design of signs, landscaping, lighting, benches and paving.
- 6. Park-like spaces for public use should be encouraged on Piedmont Avenue. They should serve as rest stops and sources of information concerning local shops and services.
 - a. Such spaces should include benches, trash receptacles and landscaping, the latter to partially buffer the space from street and sidewalk activity.
 - b. Access to such spaces should not accommodate through traffic.
 - c. No commercial advertising should be allowed, but simple informational signs could be included which would provide directions to local stores and services.
 - d. All furniture, landscaping and signs should be designed as one coherent whole and be coordinated with respect to materials and colors.

7. Public street lighting along the Avenue should be enhanced visually through the use of distinctive light fixtures, such as the restoration of the old cast iron standards.

III. BUILDING DESIGN

1. Maximum building height shall be three stories or 45 feet (Section 4494).
2. Maximum floor space for any single commercial structure shall be 7500 square feet.*(Section 4483). However, it is suggested that appropriate design techniques be applied so as to give the appearance of individual establishments of approximately 3500 square feet where the entire structure will house a single activity.
3. At least the first 20 feet of all commercial buildings (measured from the street line or front facade line) shall be designed to accommodate only retail commercial activities.(Section 4482).
4. Where exterior side and/or rear walls of structures are adjacent to residential zones, backing on parking areas or visible from any street they should be designed to continue the architectural motif of the principal facade.
5. Landscaping, i.e. small planter boxes and flower beds, are encouraged, but they should be incorporated harmoniously into the overall building design and should not encroach into areas of pedestrian movement where sidewalk space is less than seven feet.
6. The facades of establishments in structures housing more than one business establishment should be treated in a coordinated manner so as to imply an overall design scheme, and be compatible and harmonious with each other and with the entire structure where it is multi-story.
7. Colors used on business facades or structures should relate to those on surrounding structures or business facades. Use of earth tones is encouraged. Garish or harsh colors are discouraged, However, properly used accent colors are acceptable.
8. Building materials should be compatible with the overall character of the Avenue. For example, red brick, glazed tile, stone, wood and ornamented plaster/stucco represent this character and should be further encouraged. To the contrary, exposed concrete, plastic, aluminum and concrete blocks should be discouraged. Preference should be given the suggested materials, especially when their natural colors are retained.
9. Screening should be provided for all mechanical and electrical equipment including roof-top units. Screening should be an integral part of the building design.

10. The location, size, design and operating characteristics of new development or modifications to existing development will be compatible with and not adversely affect the livability or appropriate development of abutting property and the surrounding neighborhood, with consideration to be given to harmony in scale, bulk, coverage and density; to the availability of public facilities and utilities; to harmful effects on desirable neighborhood character; to the generation of traffic and the capacity of surrounding streets; and to any other relevant impacts of the development (Section 9203).

IV. PRESERVATION AND ENHANCEMENT OF ARCHITECTURALLY, HISTORICALLY AND/OR AESTHETICALLY SIGNIFICANT STRUCTURES

1. Buildings of architectural, historical and/or aesthetic significance along Piedmont Avenue should be identified, and subsequently preserved or enhanced.
2. Before demolition or change buildings should be evaluated for the above characteristics.
3. Any additions to or modifications of buildings with said characteristics should be compatible with the original structure.
4. New buildings constructed adjacent to buildings with above characteristics should be designed to respect and be compatible with their unique character.

(A)

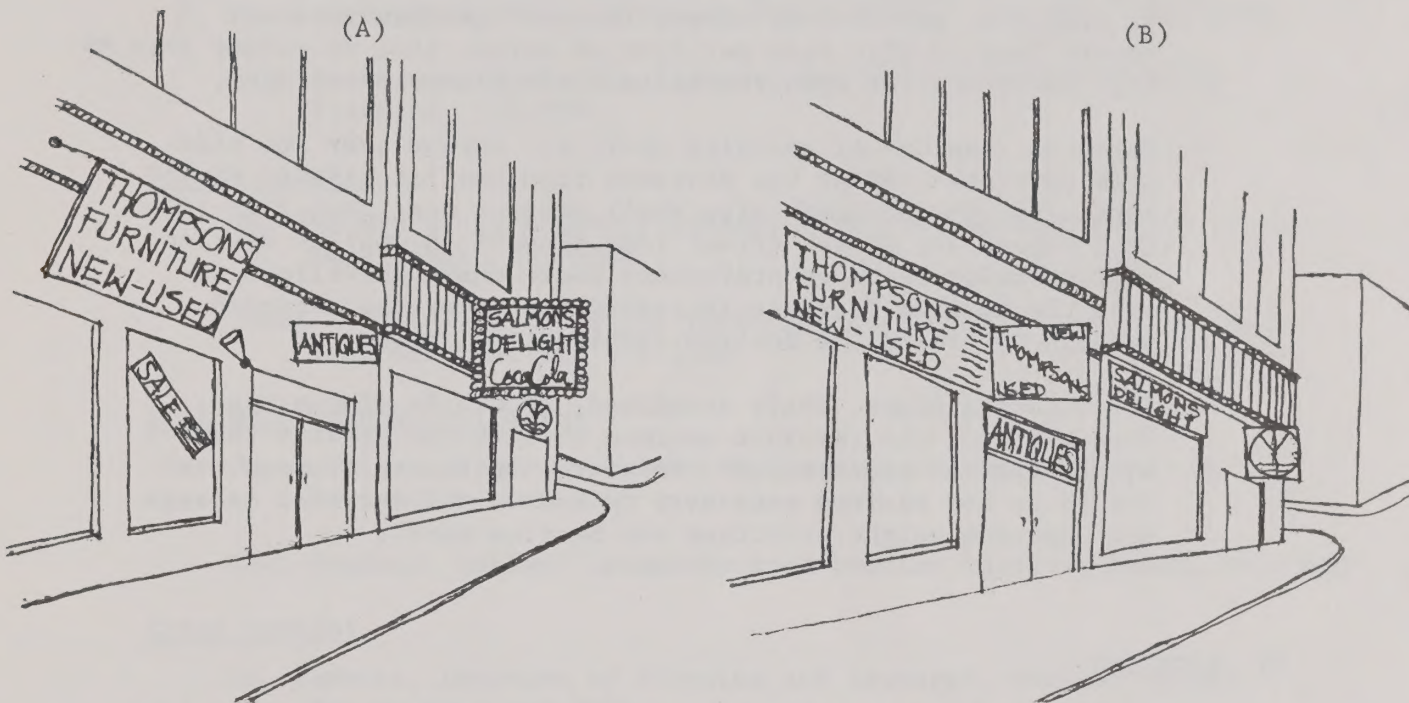
(B)



These sketches show a modern new building (right) which has been constructed next to an older existing building. In sketch (A) the new building does not respect the character of the other, however, in sketch (B) minor design changes result in its being highly compatible and creating a pleasing blend of old and new.

V. SIGNS AND GRAPHICS **

1. Structures or individual establishments which include a number of signs and/or graphics should have an overall graphic plan. The number of signs and graphics should be minimized to avoid visual clutter.
2. The amount of information contained in any sign or group of signs should strive for simplicity so that the message is clear and readable.



In sketch (A) sign placement and design disregard the natural architectural features and obliterate parts of the facade of the building to which they are attached. However, in (B) the signs respect the architectural lines and details of the structures and are simple and conform to an overall graphics plan for each store.

3. Signs should be an integral part of the overall design of a building or project and should incorporate at least one of the predominant visual elements of the building, such as type of construction, materials, color or other design detail.
4. Signs which cover windows or spill over natural architectural boundaries or features or which obliterate parts of upper floors of buildings, destroy visual order and should be strongly discouraged.

** All asterisks in Part V. refer to Section 4488 of the Oakland Planning Code: Zoning Regulations.

5. Signs shall be prohibited above the roofline of the structure.**
6. Signs shall be nonmoving and nonflashing.** Pennants, streamers and similar devices are prohibited except behind display windows.**
7. All signs shall not exceed the maximum sizes allowed under the C-31 zone. Within these maximums, the governing principle for the purposes of these guidelines should be that signs be designed to the minimum size needed to convey the message. (see 8., 9. and 10. below)
8. The maximum aggregate sign area shall be one (1) square foot of sign area per foot of street line on interior lots and .5 square foot of sign area per foot of street line on corner lots.** Sign areas smaller than the maximum are always encouraged.
9. Marquees, awnings or canopies shall not extend over the sidewalk more than 75% of the distance from the lot line to the curb line.** No other sign shall project more than four (4) feet beyond any street (front lot) line.** A smaller distance will normally be given preference under these guidelines unless the maximum distance is needed to convey the intended message or create the desired architectural mood.
10. Freestanding signs, while permitted, should be discouraged. When allowed, the absolute maximum shall be no greater than 75 square feet of sign area.** However, the square footage used should be the minimum necessary to convey the intended message. (for maximum height permitted see Section 4488).

VI. LIGHTING

1. Exterior lighting should be part of the architectural concept of the structure. Fixtures, standards, and all exposed accessories should be harmonious with the building design and with adjacent buildings.
2. Exterior spot and flood lighting should be arranged so that the light source is screened from view.
3. Lighting should be designed so as not to be detrimental to adjacent properties or to public thoroughfares.

APPENDIX IIIA

Community Services and Facilities Contact Persons

Parks and Recreation

T.J. Johnson, Recreation Supervisor, Oakland Department of Parks and Recreation, 273-3692

Glen Echo Creek

Hans H. Thompson, Assistant Director, Oakland Department of Parks and Recreation, 273-3191

Richard Hendrix, Alameda County Flood Control District, 881-6470

Alex Zuckerman, Assistant Planner, Oakland Department of City Planning, 273-3941

Branch Library

William Brett, Director of Library Services, Oakland Public Library Department, 273-3282

James W. Barnett, Executive Vice-President, Fidelity Savings and Loan Association, 271-1700

Neighborhood Beautification

James Veikos, Tree Supervisor, Oakland Department of Parks and Recreation, 635-2090

Carl Englund, Oakland Landmarks Preservation Advisory Board, 273-3941

Crime Control

Lt. Vomacka, Division of Planning and Research, Oakland Police Department, 273-3771

Sgt. Wagonhoffer, Day Shift Supervisor, Beat #9, Oakland Police Department, 273-3455

Pet Control

Sgt. Peter C. Sarna, Officer-in-Charge, Oakland Animal Shelter, 273-3563

April 5, 1975

Mr. William Brett
Oakland Public Library
125 14 Street
Oakland, California 94611

Dear Mr. Brett:

On Wednesday, April 2 Mr. Fred Etzel, Technical Adviser to PANIL and I met with Mr. James W. Barnett, Executive Vice President of Fidelity Savings, with the purpose of sharing information and viewpoints concerning the Goals and Policies of our Community Services Task Force to maintain the Piedmont Branch Library in its present location.

Mr. Barnett expressed interest in PANIL(Piedmont Avenue Neighborhood Improvement League) and informed us that:

1. Fidelity Savings purchased the property at the northwest corner of 41 Street and Piedmont Avenue, which includes the present Branch Library Building, as a long term business asset.
2. Short term month to month leases are a policy of Fidelity Savings on all property held by them as Lessor.
3. Fidelity is anxious to create a favorable image in our Piedmont Avenue neighborhood, particularly in view of the unfortunate episode involving the Branch Library in the Dimond District.
4. Preliminary plans of Fidelity Savings do not include the destruction of the present Library, unless the City of Oakland rules that additional parking facilities are necessary to the completion of future building plans. Mr. Barnett feels this is unlikely.
5. In any future use of the Property, Fidelity is interested in working with all concerned parties, to erect a structure that reflects the wishes of the neighborhood.
6. Fidelity Savings would be willing to meet with representatives of the Oakland Public Library, members of PANIL and other interested groups in formulating plans for usage of afore mentioned Property.

We feel that the above report of our meeting with Mr. Barnett will be of interest to you.

Sincerely yours,

Jane Lee

Mrs. Jane Lee, PANIL Steering Committee Member
110 41 St.#319 PANIL Community Services Task Force
Oakland, Ca 94611 Member

Copy to: Dr. James Saddler
Miss Joan Watkins
Mr. James W. Barnett

April 25, 1975

Mr. James W. Barnett, Ex. Vice President
Fidelity Savings & Loan Association
2000 Franklin Street
Oakland, California 94612

Dear Mr. Barnett:

On Thursday evening April 10, a Public Meeting of PANIL (Piedmont Avenue Neighborhood Improvement League) was held to discuss the future of our neighborhood Branch Library, located on a portion of the property owned by Fidelity Savings, and to state the Policy of PANIL'S Community Service Task Force: To establish the present Branch Library Building and Site as a permanent city-owned facility.

We were sorry you were unable to attend, but Mr. Alfred Rauschendorfer spoke at this meeting and expressed the following views:

1. Fidelity Savings does not foresee donating the Library to the City of Oakland.
2. Fidelity Savings will not demolish Library unless required by City of Oakland to provide additional parking spaces in compliance with zoning law.
3. If additional parking spaces are not required by Zoning Law, the Library will remain in its present location until such time as Fidelity Savings would require development of total property - envisioned 10 to 20 years.
4. Fidelity Savings will ^{construct} a building to be used exclusively by Fidelity Savings, on the site purchased.
5. This building will occupy approximately 2500 square feet, with an entrance on 41 Street and an exit on Piedmont Avenue.
6. The parking estimate will be 10 to 14 places.
7. The building will not include a sidewalk teller window or drive up window.
8. In present Fidelity Savings location, 60% of patrons walk to the bank. The majority of patrons live in neighborhood.
9. The new Fidelity Savings building will be completed in three years ; construction will start in 2½ years; initial drawings will be ready in 2 years.
10. Fidelity Savings will inform the community through PANIL of its plans as they progress, prior to making an application to the City of Oakland for a building permit.
11. Fidelity Savings will maintain an active liason with PANIL.

We feel that the above report of our meeting with Mr. Rauschendorfer will be of interest to you.

Sincerely yours

Xebe hae

C: Mr. William H. Brett
Dr. James Saddler
Mr. Alfred Rauschendorfer
Mrs. Delia Thompson

Mrs. Jane Lee, PANIL Steering Committee Member
110 41 St. #319 PANIL Community Service Task Force
Oakland, Ca 94611 Member.

Mail application to: Landmarks Preservation Advisory Board, 6th Floor,
City Hall, 14th and Washington Streets, Oakland, CA 94612. (273-3941)

APPLICATION FOR LANDMARK CONSIDERATION

I. Information about the sponsor of a proposed landmark.

A. Name of sponsor _____

B. Address or phone _____

II. Information about the proposed landmark.

A. General description of the proposed landmark - include physical description, origin, age, condition and ownership.

B. Location of the proposed landmark - give street address if possible. Use back of sheet to draw a location map.

C. Significance of the proposed landmark - explain why you think the proposed landmark is important using the evaluation criteria checklist on the opposite page.

III. Date of application _____

IV. Other information: Additional written material and photographs are welcome and will be returned on request.

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